



REPORT  
ON THE  
ADMINISTRATION  
OF THE  
UNITED PROVINCES OF AGRA AND OUDH.  
*1908-1909.*

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ON THE  
ADMINISTRATION OF THE UNITED PROVINCES OF AGRA AND OUDH.  
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PART I.  
GENERAL SUMMARY.

1. THE Honourable Sir John Prescott Hewett, K.C.S.I., C.I.E., **Administration** was Lieutenant-Governor of the United Provinces of Agra and Oudh **tion.** throughout the year.

2. During the year many of the recommendations of the Royal **The decentrali-** Commission on decentralisation have been referred by the Government of **sation commis-** India to the Local Government for opinion. In a number of cases decen- **sion.** tralisation has actually been effected on the lines suggested by the com- mission, while other of their recommendations are still under consideration.

3. The departmental chapters of this report cover various periods **Famine.** from October 1907 to June 1909 and thus overlap the report of the previous year for the nine months, October 1907 to June 1908. The present report commences at the opening phase of the great famine of 1907-8, the history of which up to the end of September 1908 was traced in chapter iv of the last report. By the close of that month the cultivators had harvested the early autumn crops which fortunately yielded a fair normal outturn. The prices of the cheapest food grains, which in July were still at famine rates, dropped in August and September to a considerable extent, though the prices both of these and of other food grains have not even now fallen to the rates current prior to the famine. At the close of September the need for famine relief ceased throughout the province, but was felt again later in six comparatively small areas, where the disasters of the previous year were repeated owing to the failure of the monsoon of 1908 or of the subsequent winter rains. Famine relief works had to be organised in these localities and were continued at a cost of nearly three lakhs until the rainy season of 1909, but operations were conducted on a small scale and were not an out- standing feature in the year's administration.

4. The monsoon of 1908 opened in the middle of June and gave **Recovery from** plentiful and well-distributed rain almost everywhere, except in the east **the famine.** and north-east of the province. The fact that the area sown with autumn crops exceeded the normal argues a rapid recovery on the part of the agricultural population from the severe effects of the famine, a recovery largely due to the good effects of the wide distribution of advances in the previous year which had the beneficial effect of keeping the tenantry in their villages. The autumn crop was on the whole a good one, except in the eastern and north-eastern districts, where the late rice suffered from lack of rain. But the need for replenishing the food supplies still remained urgent, when the time came for sowing the spring crop. At this critical juncture however the province was visited by an epidemic of malarial fever of such severity, that in a great many districts work both in town and country came

to a standstill. This epidemic was very similar to one which occurred in 1879, but its evil effects were felt over a wider area. The people were for the time being enervated; they were unable to till their land at the opportune moment, and the soil in consequence had generally become too dry when sowing began. These factors combined to curtail considerably the area of the spring crop, which was 15 per cent. below normal. The crop was a better one than in the preceding year, but the outturn was below the average standard and proved insufficient to bring down prices to their normal level. There was a large export of grain and prices continued abnormally high. The worst after-effects of the famine had by this time ceased, but the indirect influence of the late scarcity, as exhibited in the high cost of food grains, was felt throughout the year by practically every department and upset the balance of the provincial finances even more disastrously than in the previous year.

Condition of  
the people.

5. In 1908 the mortality from all causes was the highest ever registered in this province since the introduction of registration on modern lines and amounted to two and a half million or one in every nineteen of the population. The severity of the malarial outbreak, mentioned above, which marked an otherwise healthy year, will be realised from the fact that nearly four-fifths of the total mortality was attributed to the different forms of disease classified under the head 'fever.' The question of the prevention of malaria had been taken up in August 1908 shortly before the commencement of the outbreak, and came under discussion by the sanitary conference held at Naini Tal in September 1908. Two officers of the Indian Medical Service have been specially investigating the subject under the orders of Government. Steps are also being taken to introduce experimentally into this province the fish to the presence of which in the ponds and streams of Barbados has been attributed the absence of mosquitos and malaria in that island. The conference recommended a number of other means of improving the sanitary condition both of towns and villages. Of these a considerable portion has been or is being carried into effect.

One consoling feature to be found in the health statistics of the year is the great decline of plague. This scourge during 1908 was responsible for only one fifteenth of the mortality which it caused in the previous year. The measures taken in 1907 and 1908 must be held to have been effective in some degree in checking it, but we seem as far as ever from actually stopping it, and it is now extremely virulent over a limited area in the eastern part of the province. Another satisfactory feature of the health statistics was the practical absence of cholera on relief works, in a year when cholera was at times severe among the general population. Famine camps are peculiarly liable to outbreaks of cholera, and the immunity which they enjoyed betokens the admirable care that the authorities, medical and others, gave to the charge of these camps. It is interesting to note with reference to the relative destructiveness of specific diseases, that plague has never in any year since it first appeared in the province in a serious form caused a mortality amounting even to one-fifth of that due to malaria in 1908, and that the highest record of mortality previously recorded in the province occurred in 1879 and was also due to malaria.

Land revenue.

6. As was inevitable in a famine year, the collections of land revenue for 1907-8 fell considerably short of the demand, three-quarters only of

which were realised, but nearly the whole of the balance was either suspended or remitted by the Government, so that the actual arrears were insignificant. The large advances, which had been made to agriculturists for the spring crop of 1907-8, were again repeated for the autumn crop of 1908 and reached the aggregate of 280½ lakhs of rupees or £1,871,000. The bulk of these advances was given for the purchase of seed and plough cattle and for the repair or construction of wells. The wisdom of this liberal policy has, as already noticed, been demonstrated by the rapid recovery of the agricultural industry, signs of which are evident in the unexpectedly good collections of arrears of land revenue and in the large exports of grain which commenced from October 1908.

7. Settlement work in this province was approaching completion, and during the year assessment was in progress in three districts only. In one of these the work was completed, while in the other two the assessment was almost complete and would have been finished but for the delay caused by the withdrawal of the village accountants for famine work. The survey branch of the Land Records department was abolished in consequence of the termination of settlement work. Settlement.

8. The question of strengthening the district staffs for supervision of land records and of improving the pay of headquarter and supervisor kanungos had to be shelved temporarily for want of funds. An important feature of the year's work was the preparation of the revised Land Records Manual, which among other matters contains revised instructions as to the scrutiny and check of agricultural statistics, more especially those of rent collections. Famine administration made a large demand on the time of village accountants and interfered with their ordinary work of preparing village records. Land records.

9. The Court of Wards' estates suffered severely from the famine, as many of the most important estates lay in those districts where the scarcity was greatest. A quarter of the aggregate rental had therefore to be suspended or remitted and previous arrears could only be collected to the extent of 18 per cent., while on the other hand large advances had to be made to tenants for seed, cattle and wells. In view of these hindrances it was creditable to the management that a sum amounting to nearly 41 lakhs was paid toward the reduction of debts, although it was found impossible to pay toward principal the full amount laid down in the schemes for liquidation. Thanks to the credit of the Court of Wards, the heavy interest payable by the Ajodhya estate, which was taken over in the previous year, has already been reduced by one-third by the substitution of loans bearing a moderate rate of interest for those at usurious rates. It is gratifying to record that both the estates and their tenants have emerged successfully from what threatened to prove a most disastrous year. Court of Wards.

10. The statistics of rent litigation for the year 1907-8 bear evident traces of the effects of the famine. In Agra the volume of such litigation fell by 6 per cent., while in Oudh the number of suits dropped to two-thirds of the total of the previous year. This decrease was found mainly in suits for arrears of rent and is explained by the large suspensions and remissions of revenue. Suits for enhancement of rent in Agra fell to a figure lower than any for the last eleven years, but there was a marked increase of ejectment suits in the three eastern divisions of that province. The explanation of this latter increase, which was not found in Oudh, appears to have been that ejectment suits were used as a means of forcing tenants to agree to enhanced Rent litigation.



rents in those tracts which escaped the scarcity and enjoyed the double advantage of selling a full output at famine rates.

It is to be feared that the steady rise of rent litigation, which the Agra Tenancy Act was expected to remedy, has been only temporarily checked by the famine during the year under report and will again assert itself when the conditions of the agricultural population have recovered their normal state. Court work in Agra still continued to be extremely heavy, and the revenue courts had to deal with more than 412,000 cases during the year. It is however satisfactory to record that the protected area, in which tenants are not liable either to arbitrary ejection or to arbitrary enhancement of their rent, has once more expanded and now embraces about two-thirds of the land held by tenants.

**Special  
Bundelkhand  
laws.**

11. The prevalence of scarcity in Bundelkhand, which was one of the tracts most afflicted by the famine, renders it impossible to form definite conclusions as to the working of the Alienation of Land Act. But it is important to note that, during a year in which there was every inducement to agriculturists to raise money by selling part of their property, the Act produced an increase instead of a decrease in the land held by agricultural, as opposed to non-agricultural, castes. The reports state that in some parts of Bundelkhand money-lenders were complaining of injury to their business and were beginning to withdraw from investments in mortgages, but stringency of credit during the famine was not peculiar to Bundelkhand. It is remarkable that, though the tendency of the Act must be to depreciate the selling value of land by limiting the number of purchasers, the price per acre is reported to be rising in all the Bundelkhand districts owing to the large reduction in assessment, the generous policy of the Government and, in parts, the introduction of canal irrigation. There is some justification for the hope that the landlords, who are for the time being burdened with debts to the State under the Bundelkhand Encumbered Estates Act, will in a few years be in a sound financial position.

**Police.**

12. The police report for the calendar year 1908 shows an increase of slightly over 5 per cent. in the total volume of crime, which amounted roughly to 195,000 true cases. In a famine year offences against property naturally increase and this tendency is exemplified in the year under report in the increase under the heads of theft, burglary, dacoity and cattle-stealing. At the same time a comparison of the crime statistics of this year with those of 1897, the second half of the last great famine, establishes very clearly both an improvement in the well-being of the masses and the effectiveness of liberal agricultural advances in reducing the number of persons driven by want to seek subsistence in dishonesty. The volume of crime in 1908 was less than three-quarters of that in 1897, and, although for a time the epidemic of malaria undoubtedly reduced the amount of actual and reported crime by prostrating police and criminals alike, against this must be set the consideration that reporting is now more accurate than it was 11 years ago.

The most serious feature of the year was the large number of dacoities reported, the largest number in fact ever recorded. The prevalence of this form of crime was due to scarcity, and was most marked in those parts of Oudh where the famine had been severest. A large proportion of these offences was committed by professional dacoits, some of whom

were members of notorious criminal tribes, like the Sansiahs, Haburahs, and Baurias, while others belonged to gangs of criminals residing across the Nepalese frontier. More than half the dacoities were untraced, but out of the cases which came up for trial during the year over two-thirds resulted in convictions. The most satisfactory feature of the judicial results was the large proportion of professional dacoits whose conviction was secured; in particular two large and notorious gangs, that had been committing numerous dacoities and other crimes, one in Oudh and the other in the north-western districts of the province, were broken up and several of their members were convicted.

Gangs of wandering criminal tribes were much in evidence during the year and were responsible for a great deal of crime. The difficulty of dealing with criminal tribes in this province is enhanced by the fact that there are such large numbers to be dealt with. Attempts have been made with moderate success to induce the Barwars of Gonda to take up agriculture and factory employment, and it is satisfactory to record that the settlement for Doms, established by the Salvation Army, has made a promising start.

The need of maintaining strict discipline in an exceptional year accounts for an increase in the punishment roll of the police, but the force on the whole acquitted itself creditably, especially the mounted and armed branches and the Criminal Investigation department. The work of the railway police, whose duties are yearly becoming more onerous and responsible, was not up to the standard attained by the rest of the force. Most of the reforms resulting from the recommendations of the Police Commission had been effected by the end of 1908, while the few that still remained to be carried out were postponed only owing to financial difficulties.

13. The statistics of criminal justice are closely connected with the crime statistics which appear in the police report. There was a slight decrease in criminal trials during the year 1908, a rise in trials for serious offences being more than counterbalanced by a general decline in offences against the person. The work in Sessions Courts, however, increased largely, as did also the number of serious punishments, including sentences of death and transportation. The duration of trials in the courts of magistrates rose slightly both in Agra and Oudh owing to pressure of famine work, which called magistrates away from their ordinary duties. Appellate work also showed an increase, particularly in Oudh. **Criminal justice.**

14. A large increase occurred in the number of prisoners admitted to the jails of the province during 1908, as compared with that of the previous year, but the average daily population of jails was nearly 8,000 less than in the last year of famine (1897). A satisfactory feature of the prison administration was an improvement in the behaviour and discipline of convicts, as demonstrated by the decrease in the number of punishments, especially floggings. On the other hand it is unsatisfactory to note a large increase in the number of juveniles who were sent to prison. A jail for juveniles under the age of twenty has been opened since the close of 1908 and is located in the old reformatory buildings at Bareilly. Several instances of corrupt dealings between the friends of prisoners and the warders in some jails were detected during the year and led to the prosecution and conviction of some warders. The cost of maintaining prisoners rose very considerably owing to the high price of food grains, while the cash earnings from convict labour decreased. The mortality **Prisons.**

in jails, as was to be expected in a year when the health of prisoners had been undermined by scarcity and when fever was prevalent, showed a marked rise, but the death-rate was less than half the provincial rate. The systematic administration of quinine in certain jails had a marked and beneficial effect on the health of the prisoners.

#### Civil justice.

15. In Agra the number of civil suits instituted again increased, while in Oudh the decrease of the previous year was once more repeated. Appellate work, however, showed a substantial decline in both provinces, a fact largely attributable to the famine, which curtailed the funds available for litigation. The average duration of suits remained unchanged in Agra, but increased in Oudh. The supreme courts of both provinces remark on the need for closer supervision by presiding officers over their execution departments, a need which is clearly shown by the large proportion of applications for execution of decrees, that proved wholly infructuous. Village courts, instituted for the disposal of petty suits, are still reported not to have won the confidence of the people in Agra, but are acquiring popularity in some districts of Oudh.

#### Registration.

16. The number of registrations rose, but the increase was confined to compulsory registrations. The steady decrease of fraudulent registrations in recent years is satisfactory. A scheme for the reorganisation of the pay of sub-registrars has been drawn up, but had to be postponed for financial reasons.

#### Municipalities.

17. The past year has been an important one in the history of municipalities, as regards questions of administration, public health and taxation. The recommendations of the Royal Commission on Decentralisation were published during the year and will lead to marked changes in the system of local self-government. At present in only two municipalities are the chairmen non-officials, but it has been determined in future to install non-official chairmen and vice-chairmen wherever suitable persons are forthcoming and the circumstances of particular towns admit of this being done. The Committee on Municipal Taxation, to which reference was made in last year's summary, published its report in June 1909. Its opinion was that octroi should be everywhere abolished and replaced in the larger municipalities by a terminal tax and in smaller municipalities by a graded tax on occupations. The Government has accepted generally the finding of the committee and has decided to restrict octroi and replace it by other sources of taxation, wherever possible.

The Sanitary Conference, a representative body of Europeans and Indians, both official and non-official, was assembled at Naini Tal in the autumn of 1908 to discuss the general question of public health in urban and rural areas, with especial reference to the sanitation of municipalities. Of the recommendations made by the conference some have already been put into effect, while others are under consideration. The radical reform of unhealthy conditions in municipalities is a difficult task, involving great expenditure, and ultimate success must be largely dependent on the willing and intelligent co-operation of the people.

The elections during the year attracted a larger percentage of voters and in some places were keenly contested, but this increased interest occasionally led to the adoption of electioneering abuses which will have to be prevented in future.

During the year the aggregate income of boards fell by two lakhs, a decrease which is explained by a fall in the receipts from octroi and the terminal tax, but the expenditure decreased proportionately. Few changes were made in taxation, as boards were awaiting the recommendations of the committee on taxation. The straitened circumstances of the provincial finances did not admit of large donations to municipalities, but grants were allotted for sanitation, primary education and the opening up of congested areas. Loans amounting to nearly 9 lakhs of rupees were also advanced by the Government for drainage and water-works. Drainage schemes were actively prosecuted during the year, but much delay was caused by the necessity of revising several projects. It is satisfactory to record that boards are at last beginning to realise the importance of proper drainage and disposal of sullage. On the latter subject the Government had the good fortune to secure the opinion and advice of the eminent sewage chemist, Doctor Gilbert Fowler. The expenditure on water-works during the year decreased, but Cawnpore, Allahabad and Lucknow were all faced with the necessity of considering extensions to their works in order to meet the rapidly increasing demand for water. In the matter of education boards have begun to recognise their responsibilities and devoted more expenditure to this head.

The vital statistics of the year are most deplorable. Municipalities escaped the heavy toll usually levied by plague, but owing to the epidemic of fever the death-rate was extremely high, though slightly below the provincial rate. The saddest feature of the statistics is the terrible waste of infant life, the death-rate of children under one year of age being 352 per mille. A lady doctor has been deputed to Cawnpore to study the causes of infant mortality, but as long as most of the mothers are ignorant and immature there is small hope of reducing the mortality of young children to a rate which would be considered normal in European countries. The whole subject of the public health within municipal areas has caused much anxious thought to the Government. Apart from the sanitary improvements which the Government has determined to effect, much useful work remains to be done by the educated classes in the spread of sanitary principles among the masses, and it is reasonable to look forward to the time when by means of their sympathetic co-operation a marked decline will result in the heavy death-rate in municipalities.

18. During the year there were marked signs in many districts of a growing interest in local affairs on the part of non-official members of district boards. This development, which is being fostered by the policy of extending the powers and responsibilities of such members, is a most important one, as boards are now a training ground for the new councils. It is to be regretted however that a similar improvement is not yet apparent in all districts. District and local boards.

The progress of expenditure in district boards has been very rapid during recent years, while there has been a tendency to meet these increased charges by appeals to the Government instead of by developing local resources. In fact the additions to expenditure have been effected almost entirely at the cost of provincial funds, the contribution from which has increased from 2½ to 23½ lakhs of rupees in the last seven years. The income of district boards for 1908-9 showed a substantial increase and amounted to almost a crore of rupees. The disbursements were heavy, but left a substantial balance for the

following year. The two chief heads of expenditure were civil works and education, which accounted for more than half the aggregate charges. The expenditure on the latter head was remarkably large, but, to judge from statistics, was not accompanied by a proportionate advance of education, seeing that the number both of schools and scholars diminished. The fall however in the number of schools was largely due to the stoppage of grants to worthless aided schools, while the check to enrolment was caused by the prevalence of illness and in places by the lack of accommodation for further pupils.

Hospitals and dispensaries under the control of boards had a very busy year. Good progress was made in the work of building and extending dispensaries, but many districts are still in urgent need of outlying dispensaries, for the erection of which provision will be made by the Government in the next contractual allowance. The expenditure devoted by boards to village sanitation was disproportionately small, but during the current year attempts are being made in a few districts to put into practice certain measures suggested by the Sanitary Conference, and the experiment, if successful, will be extended. The vital statistics of district board areas, like those of municipalities, were most lamentable. A sharp fall in the birth-rate immediately after a period of famine is a natural occurrence, but in this year unhappily coincided with an unprecedentedly high mortality due to the terrible epidemic of malaria, which spread over the greater part of the province and was more intense in tracts which had either escaped famine altogether, or suffered from it less severely, than in those which were most distressed.

#### Agriculture.

19. The year was remarkable for the growth of public interest in the scientific development of agriculture. The rapid rise of wages, owing to the high price of food grains has awakened landowners and the larger cultivators to the merits of labour-saving machinery. The agricultural department received large orders at the Cawnpore workshop for water-lifts, sugar machinery and tillage implements, and should soon be able to hand over to private enterprise a well-established industry. Public confidence in the department has steadily increased, as evidenced by the number of correspondents asking for advice and by the demand for the departmental pamphlets on subjects of agricultural interest. The seed dépôts, which have acquired considerable popularity, are eventually to be handed over to co-operative societies and are being managed on lines which will render the transition an easy one. The scheme of organising a trained staff of well-borers has made a successful start and has attracted the attention of other provinces. A special class was held at the Lucknow gardens to train students for the post of district board supervisors of arboriculture. The Government gardens at Lucknow had a prosperous year, but the botanical gardens at Saharanpur suffered from a premature stoppage of the rains. It has been decided to abandon the commercial management of these gardens and devote them entirely to experimental work.

#### Civil Veterinary department.

20. The loss from cattle diseases, in particular rinderpest, was again very heavy and no doubt greatly exceeded the number of deaths actually reported. Preventive inoculation was carried out extensively, but the staff of trained veterinary assistants is still insufficient to deal with severe outbreaks of disease. Agriculturists have begun to appreciate the value of inoculation ;

so it is to be hoped that, when the supply of veterinary assistants becomes more adequate, the heavy bovine mortality from contagious diseases will be substantially diminished. The record of breeding operations during the year was satisfactory.

21. The history of the co-operative credit movement during the year is distinctly hopeful. The large number of societies founded during the year demonstrates an increased appreciation on the part of those whom the movement is intended to benefit, while at the same time there has been a satisfactory change in the attitude of the richer classes, many of whom had previously viewed the scheme with apathy. Though the number of societies nearly doubled during the year, there is still need for a very large extension of co-operative credit before the movement can appreciably benefit the large agricultural population of the province. In many cases societies have without difficulty acquired sufficient capital from local subscribers, while in other cases capital has been borrowed from large joint stock banks—a fact which testifies to the credit of the co-operative system in the business world. In rural districts there has been a decrease of the Raiffeisen societies, in which the capital is provided by some benevolent founder; all new and many old societies have adopted the system of shares payable in instalments, a system which makes each member interested in the success of his society. The experience gained during the year shows that small compact societies, where every member performs recognises his own and his partners' co-responsibility, generally give the best results. One of the most remarkable developments of the co-operative movement is reported from the Benares district, where a rural society extended its aims beyond the mere supply of capital to members and interested itself in the agricultural improvement of the village.

**Co-operative  
credit societies.**

22. The forest department had a more prosperous year than in 1907-8. The market, it is true, owing to the recent famine was still depressed at the time of the auction sales and consequently there was a decreased output of timber and a fall of revenue, but this period of depression is not likely to continue. Investigations have shown that only the forests in the plains have really suffered from the drought and that even there the damage is probably not so great as was at first anticipated. The abnormally heavy rain in April 1909 resuscitated many trees which would not otherwise have survived the hot weather, and also contributed to the successful record of fire protection, which presents a happy contrast to that of the previous year. Of the minor forest industries, the manufacture of catechu, turpentine and colophony continued to be carried on successfully. The year was a good one for natural reproduction, specially in the hills, where the seedlings of all the more important species were numerous and healthy. In the district forests of Kumaun demarcation was continued and roads were made to facilitate export of forest produce, while programmes were being prepared in all three districts for the systematic improvement and development of the civil forests.

**Forests.**

23. The general depression, caused by the recent famine, curtailed the supply of capital available for investment in new enterprises and hampered industrial progress. There was however a considerable growth in the number of cotton mills, though the short yield of cotton reduced the number of hands employed. A similar check was experienced in the sugar-refining industry where the high price of the raw material caused a serious loss to

**Manufactures  
and trade.**

refiners and actually prevented the working of a large factory lately erected at Unao. The efforts made by Government to introduce improvements in hand-loom weaving have met with some success, and the reports from the weaving schools instituted in several districts are encouraging.

The import trade of the province diminished very largely both in bulk and value. Within a month or two of the close of the famine, the large imports of grain had ceased and the normal balance of trade reasserted itself with the customary export of agricultural produce. The exports of cotton and oil seed declined owing to an unfavourable season, but sugar was exported in large quantities. Trade with Tibet diminished both in imports and exports, borax being the only one of the chief imports in which there was not a decline. The present trade with Tibet is not of great commercial importance to this province, except as regards wool, and it is not possible to anticipate any important development of it until communications, which are at present very poor, are improved. The imports from Nepal increased considerably owing to the demand for grain, while the exports, though less in bulk, rose by £15,000 in value in consequence of an improved trade in cotton goods.

Public works.

24. The expenditure of the year on buildings and roads amounted to 138 lakhs of rupees, of which famine relief works absorbed considerably more than one-third. During the year most of the buildings mentioned in last year's summary were completed, and rapid progress was made with the agricultural college at Cawnpore. The building of several industrial schools, designed to promote weaving, carpentry and other useful trades, was commenced and other important new schools were in course of construction. The civil hospital at Allahabad was completed and the site for the medical college and hospital at Lucknow was prepared for the commencement of building operations, as soon as the sanction of the Secretary of State should arrive. The expenditure on the upkeep of roads was very large, and 215 miles of new metalled roads were constructed. It has been decided to metal, as fast as the state of provincial funds may permit, the unmetalled portions of certain principal highroads, which have hitherto been under the control of district boards.

Canals and irrigation.

25. The capital expenditure on canals was considerably smaller than in 1907-8 and was mainly devoted to protective works on the Betwa, Ken, Dassen and Belan canals. A large number of projects was prepared for embankments which will facilitate irrigation in the southern districts, and attention was given to the restoration of tanks in Bundelkhand. Among productive works, the Fatehpur-Sikri distributary extension was nearly completed and some existing canals were extended or remodelled. Three survey divisions were formed, one to investigate the possibility of new canals in Gorakhpur, Basti and Bahraich, another to prepare surveys for various canal schemes, and a third to study important questions of drainage and irrigation. The gross revenue fell slightly to 114 lakhs of rupees, more than half of which was absorbed by working expenses and interest charges. The irrigated area declined considerably, as compared with that of 1907-8, owing to the favourable monsoon and the curtailment of spring crop sowings by the epidemic of malaria, but was slightly above the average of the previous nine years. The total value of the crops irrigated by canal water during the year was estimated at 9½ million pounds sterling.

26. A new financial settlement was arranged between the provincial and the imperial Governments with effect from April 1908. The year was marked also by the introduction of an important change of system whereby local funds have been completely separated from the general accounts. Provincial finance.

The outstanding feature of the provincial balance sheet was, as in 1907-8, the disastrous effect of the famine, which completely upset the balance between receipts and expenditure and rendered necessary very large additional assignments from imperial funds in order to raise the closing balance to the prescribed minimum. Excluding assignments, the provincial receipts showed a considerable improvement, especially in land revenue, but mainly owing to the prolongation of famine relief there was a great increase of expenditure, amounting to nearly fifty lakhs of rupees. The circumstances of the year therefore were altogether exceptional and it will be impossible to judge the effects of the new settlement until its working has been observed under more normal conditions.

27. The revenue from excise again showed a decline, partly owing to the famine, partly because of the checks on consumption, such as the reduction in the number of shops. There has been of recent years a steady decrease in the consumption of country spirit, which during the year under report fell by one-seventh from the total of 1907-8. The supply of molasses and *mahru*, the two staple products for the distillation of country liquor, was very short, and the consequent increase in the cost price of liquor no doubt also contributed to the fall in consumption. An attempt was made to encourage a taste for weaker spirit by the issue from distilleries of liquor at half London proof strength, but the result of this experiment will not be known until the end of the current year, because vendors were previously allowed to dilute the liquor before sale. The outstill area has been again considerably reduced with the co-operation of the Rampur State, which has accepted the distillery system and thus rendered possible the conversion of the outstill area around its borders. The fees from hemp drugs and opium showed a slight increase, but in both cases contractors raised their retail prices to recoup themselves and thereby considerably reduced the consumption and duty. The number of excise prosecutions decreased, but some important smuggling cases which were detected give reason to suppose that there is still a great deal of successful illicit traffic. The year was a busy one for the Excise department, as preparations were in progress for the introduction of the contract system, which had been advocated by the Excise Committee as the most suitable system for the supply of country spirit. The new system came into force in part of the province from the beginning of the current year and the result will be discussed in next year's report. Excise.

28. The gross receipts from the sale of stamps fell just short of a crore of rupees, the highest total on record. The increase was due to a very large demand for court-fee stamps, which may to some extent be explained by a recovery from the depression caused by the famine and in part by a recent ruling of the Privy Council which shortened the period of limitation in certain mortgage suits. This necessitated the early institution of several suits which would shortly have become time-barred under the new ruling. The net receipts from income-tax again showed an improvement owing to increased assessments on profits of companies and on salaries paid by public bodies. Stamps and income-tax.



- Public health.** 29. The year under report, as has already been mentioned, was an exceptionally unhealthy one owing to the occurrence of a very serious epidemic of fever. During the calendar year 1908 the birth-rate fell to 37·46 per mille, while the death-rate rose to 52·73, an abnormally low rate of births opposed to an abnormally high death-rate. If it had not been for the devastation caused by fever, the year would have been a healthy one, as the mortality from plague, cholera, small-pox and other diseases was not heavy. The decrease in the virulence of plague, which was responsible for a death-rate of only 48 per mille, is one of the satisfactory features in the vital statistics of the year. The death-rate among infants was extremely high, the chief causes of mortality being malaria and measles. The latter disease has been spreading rapidly in recent years.
- Medical relief.** 30. There was an increase of seven in the number of dispensaries, and there was a very large rise in the total of patients, as was to be expected from the vital statistics of the year. Although this increased attendance must be largely attributed to the abnormal prevalence of sickness, it is satisfactory to note the growing confidence of the people in the treatment to be obtained at the public hospitals and especially the rising popularity of the female dispensaries. The number of midwifery cases, in which lady doctors or female hospital assistants attended patients at their homes, still remains very small, but is rising. The income of hospitals for the year showed a substantial improvement owing to increased contributions from local and municipal funds and to more generous subscriptions from private persons. A large sum was spent on medical buildings, including special grants from the Government for improvements to Dufferin hospitals and headquarter dispensaries. The hospitals had a substantial balance of invested capital at the close of the year.
- Sanitation.** 31. The year was one of much activity in matters of municipal sanitation, which has been already discussed in a previous section of this report. The chief need of municipalities at present is the improvement of drainage and the opening up of congested areas. Three meetings of the Sanitary Board were held during the year for the discussion and approval of drainage and other schemes, but only a few projects were found sufficiently complete to be passed. The Sanitary Conference, assembled at Naini Tal, put forward some valuable suggestions for the improvement of the public health in urban and rural areas, and these suggestions will be carried out, so far as they are found practicable. The important fairs of the year passed off without any serious outbreaks of infectious disease.
- Vaccination.** 32. Nearly two lakhs of rupees were spent on vaccination, but the statistics show a general retrogression, when compared with those of the previous year. The prevalence of sickness, to which the vital statistics bear only too eloquent testimony, was responsible for the considerable decrease of vaccinations and revaccinations. In the circumstances the record of vaccination for the year is not so unsatisfactory as it might appear. Large extensions were carried out at the lymph dépôt near Naini Tal and rendered the maintenance of the local dépôt at Lucknow unnecessary.
- Education.** 33. The year was not an exceptionally important one in the annals of education, as the heavy expenditure due to the famine crippled the provincial finances and prevented the initiation of some new schemes, while at the same time the prevalence of sickness desolated many schools and temporarily checked the progress of education. The above misfortunes however only

partially obstructed the definite programme of advance which had been formulated in the previous year, and there was a substantial increase of seven lakhs in the contribution from public funds towards education. The scheme for the establishment of a Government model high school in each district could not be fully carried out, but a partial advance was made in that direction by the maintenance of four more schools being undertaken by the Government. The new courses for the school-leaving certificate were inaugurated, and in spite of considerable criticism in the native press and administrative difficulties in the schools, where accommodation and tuition had to be provided for the new classes, the scheme has already given a fresh impetus to education.

In the report of the previous year mention was made of the various schools which the Government had decided to establish in consequence of the recommendations of the Industrial Conference. The general scheme of industrial development still awaited the sanction of the Secretary of State, but substantial progress was made during the year in the erection or expansion of industrial schools. The fact that the industrial school at Lucknow was over-crowded with pupils, and that the night school opened there during the year attracted a large number of ordinary artisans, is a very significant indication of the changed attitude of the people towards technical education.

No important changes were made during the year in the Allahabad University. Its energies are still crippled by the want of funds, a complaint not unknown among the more historic universities of Europe. Considerable help has been given by the Government, but it is to be hoped that the spirit of private munificence, which has shown itself this year in the foundation of schools, will in time extend to the University and substantially increase its endowments. The most marked feature in the history of collegiate education during the year has been the struggle to make the accommodation and the teaching staff keep pace with the recent increase of students. It was mainly owing to this difficulty that the rise in the number of students was this year comparatively small. Two other points are also of especial interest, the steadily growing popularity of the hostel system and the demand for instruction in physics and chemistry. Successful efforts were made during the year to increase the number of boarding houses and to build more science laboratories.

There was a slight rise in the number of secondary schools and the expenditure on both vernacular and anglo-vernacular education increased, but, as in the case of colleges, there was urgent need for more accommodation. The supply of trained teachers in these schools is steadily growing. Primary schools decreased in number, but there was a slight increase in enrolment and expenditure. The proportion of upper primary pupils in these schools is still very small. The vast majority of children, both girls and boys, are removed by their parents before they have emerged from the lower primary classes. The supply of teachers is slowly improving, and the old practice of employing only one teacher to conduct a school containing three or four separate classes is being reformed as rapidly as funds permit.

The difficulty of providing a sufficient and properly trained teaching staff has been nowhere so prominent as in girls' schools, and the solution of this problem is the first essential to the progress of female education. There are various training schools for Indian schoolmistresses, but the output of

trained pupils is still quite insufficient. The oriental prejudice against the education of women has largely diminished, and it is gratifying to note that the various measures taken by Government during the year to promote female education have received general approval in the vernacular press.

Athletics have continued to enjoy an increasing popularity. The qualities of manliness and self-control, acquired on the playing field, are valuable influences in the formation of character, especially under a system of State education which has perforce to be purely secular.

**Literature and  
the press.**

34. There was a slight increase in the number of publications, but none of them can be said to possess exceptional merit. The most marked feature of the literary output of the year was the undercurrent of politics, which pervaded alike works on history, fiction, poetry, and philosophy. The tone of some vernacular newspapers deteriorated considerably during the first half of the year, but with rare exceptions the journals of this province did not descend to the gross misrepresentations and calumny that characterised a section of the Bengali press.

**Archæology.**

35. Over a lakh of rupees was expended on the conservation of monuments, at Agra and Fatehpur-Sikri, while repairs were carried out to Buddhist and Hindu monuments in the Benares and Cawnpore districts. The excavations at Sahet Mahet were again continued by the Director-General of Archæology, and works of exploration were in progress near Muttra and at Bhitargaon in the Cawnpore district.

## PART II.

### DEPARTMENTAL CHAPTERS.

#### CHAPTER I.—PHYSICAL AND POLITICAL GEOGRAPHY.

##### *1—Physical Features, Area, Climate and Chief Staples.*

*See pages 1 to 4 of the report for 1901-02.*

##### *2—Political.*

*(For details see the annual reports on the administration of the Rampur and Tehri States.)*

##### RAMPUR.

1. The financial position of the State shows a satisfactory improvement on the previous year. The opening cash balance was nearly 5 lakhs, while the surplus at the close of the year amounted to 9 lakhs. The collections totalled 37 lakhs, leaving an unrealised balance of  $4\frac{2}{3}$  lakhs. The bulk of this balance represents arrears under land revenue, due to poor spring and autumn harvests.

Revenue and  
administra-  
tion.

2. In May 1908 His Highness the Nawab offered to the Government of India his personal services and those of his Imperial Service Lancers for the campaign against the Mohmands, but the Government of India found no occasion to accept the offer of His Highness. His Highness was present when the Lieutenant-Governor visited the Aligarh College in February 1909 and delivered an address to the students. He also made a munificent donation of Rs. 25,000 for purposes in connection with the College.

General.

3. Settlement operations, carried out on the same lines as in British territory, were completed in three tahsils. The new settlement resulted in an increased demand of Rs. 31,407. The scanty monsoon of the previous year (1907) and the lateness of the cold weather rains considerably reduced the outturn of the spring crop. The total area under cultivation fell from 388,668 to 375,991 acres. Suspensions of revenue were freely sanctioned. Canal water wherever available was in great demand. In unirrigated tracts cultivators were given free of cost all materials requisite for digging wells. The early arrival of the 1908 monsoon improved the situation, which was further relieved by a good autumn harvest. The failure of the test-works opened in Bilaspur to attract many labourers showed that there was no acute distress owing to lack of normal employment.

Agriculture.

4. The new sugar factory, worked on Mr. Hadi's principles, was erected near the Rampur railway station. The enterprise promised to prove a success. The year under report was the last year of the old out-still system. A State distillery was erected during the year, and two State officials were deputed to study the working of distilleries in British territory.

General condi-  
tion of State  
and people.

There was an increase of crime due to the scarcity prevalent throughout the year. Dacoities rose from 10 in the previous year to 22, three of which were accompanied by murder. Cattle thefts also rose from 23 to 55. Relations with the British police were satisfactory.

5. The State was free from plague throughout the year, but rat-killing was continued as a precautionary measure. As regards general health, the year under review was unsatisfactory, the vital statistics showing an excess of deaths over births by one thousand. Small-pox and measles raged from January to July, and were followed by a severe outbreak of malaria. The vaccination department worked satisfactorily. A new dispensary was opened at Manpur. Attendance at the hospitals showed an increase on previous years.

Medical.

6. The total cost of the department for the year amounted to Rs. 65,744. The High School had a very creditable record in the University Matriculation Examination. The numbers on the rolls in primary

Education.

schools decreased, a fact attributed to the severe epidemic of malaria. The seven girls' schools have not done well so far.

#### TEHRI.

7. The gross receipts for the year amounted to Rs. 6,21,393 as against Rs. 5,94,289 of the previous year. The closing balance was nearly 16 lakhs. The State suffered from famine owing to failure of the monsoon and winter rains. Six grain dépôts were established to facilitate the import of grain. Gratuitous relief was given, where necessary; reserved forests were thrown open and relief works were started. Cholera, small-pox, and malaria were prevalent. The hospitals and dispensaries did good work, especially the female dispensary. Illness interfered considerably with education. Good progress was made in the training of His Highness' corps of Imperial Service Sappers. His Highness attended on 2nd November 1908 the darbar at Bareilly.

#### 3—Historical Summary.

#### 4—Form of Administration.

#### 5—Characters of Land Tenures and System of Survey and Settlements.

#### 6—Civil Divisions of British Territory.

#### 7—Details of last Census, Tribes and Language.

(For sections 3 to 7 see pages 4 to 36 of the report for the year 1901-2.)

#### 8—Changes in Administration.

8. There were no changes.

#### 9—Relations with Tributary States and Frontier Affairs.

9. During the year arrangements were made with the Nepalese Government for the better demarcation of the frontier along the boundaries of the Naini Tal, Pilibhit and Kheri districts. Materials were sent for the construction of the British trade agent's house at Gartok, but owing to delay in transport the house could not be built before the oncoming of the Tibetan winter. An attempt was made to effect an exchange of island villages between Orchha State and Jhansi district: the scheme however had to be abandoned.

#### 10—Condition of the people.

(For details see the annual report on the revenue administration by the Board of Revenue for 1907-1908).

#### General.

10. The year 1907-8 was remarkable for the occurrence of a famine more widespread even than that of 1896-7. The monsoon rain was irregularly distributed and ended abruptly. September, October, and November were practically rainless, and over a great part of the province the period covered by the rain was about five weeks only. When the season for spring sowings opened the soil was too dry for cultivation, and there was no relief until good rain fell in January and February. The fact that in spite of the above conditions the area sown with autumn crops exceeded the normal by  $3\frac{1}{2}$  per cent. while the spring crop area reached 68 per cent. of the normal testifies to the efforts made by the people, who were encouraged by the liberal assistance given by Government, and to the value of the canal system in the tracts where it exists. There was a large extension of hot weather crops, as is usual in famine years. The monsoon of 1908 was on the whole timely and well distributed.

The health of the people continued almost normal until the damp cold of January brought on pneumonia. This, with small-pox and fever which were prevalent, caused the death-roll to be higher than usual. In May and June outbreaks of cholera increased the mortality, and not until July and August, the close of the famine period, did the death-rate again become

normal. Plague throughout the year was comparatively inactive, but in September 1908 there was an extremely severe outbreak of malaria, which paralysed the labour market both in town and country.

11. In the autumn harvest of 1907 none of the food crops yielded more than half a normal outturn, maize and the small millets doing best with 50 per cent. But in Gonda, Bahraich, Bara Banki, Bundelkhand, and the Lucknow division these latter crops were almost a total failure. In irrigated areas *bajra* and *puar* gave a 50 per cent. outturn, but in unirrigated land the average was very much less. Late rice was a total failure. In the spring harvest of 1908 wheat and barley alone gave a satisfactory outturn. The drought was estimated to have caused a loss of 7 million tons of food grains, 4 million in the autumn and 3 million in the spring harvest.

The trade statistics show a very large import of food grains into the province, the imports everywhere exceeding the exports. Wheat and gram were largely imported from the Panjab, and rice from Burma and Bengal. There was a corresponding decrease in the imports of piece goods, and the traffic in hides and skins, which had expanded in the two previous years, fell off considerably. Prices throughout the province were very high. In December 1907 wheat rose to 7 seers per rupee, and even the cheapest food grains stood at 9 seers. The price of gram was extremely high, occasionally even higher than wheat. Barley was for several months the cheapest grain in the market. The price of unrefined sugar was extraordinarily high and seriously affected the trade of refiners.

Crops, prices  
and trade.

## CHAPTER II.—ADMINISTRATION OF THE LAND.

### 11—Realisation of the land revenue.

(For details see the annual report on the revenue administration by the Board of Revenue for 1907-8.)

**Total demand and collections.** 12. The total demand from all sources of income under the Board of Revenue's control was 905½ lakhs as compared with 889 lakhs in 1906-7. In the above total loans under the Bundelkhand Encumbered Estates Act were included this year for the first time. The total collections were only 715½ lakhs, nearly 81 lakhs having been remitted. The balance of arrears was chiefly due to suspensions of land revenue, agricultural advances and Bundelkhand loans.

**Land revenue.** 13. The total for collection at the beginning of the year was Rs. 6,44,79,678. Additions amounted to Rs. 39,841, and reductions to Rs. 1,10,441. The real demand under all heads was Rs. 6,44,09,078. The total collections were short of the demand by nearly 152½ lakhs, but of this large sum all except 8 lakhs was either suspended or remitted by Government. The real arrear, that is the balance uncollected from the demand which could have been enforced, was about 2½ lakhs only. This figure considering the circumstances of the year was very satisfactory. The remissions totalled nearly 76 lakhs, and the suspensions 73½ lakhs.

**Cesses.** 14. The total demand for rates and cesses was Rs. 68,15,812. Collections were relatively satisfactory, arrears being almost entirely confined to *maha's* in which the whole land revenue was suspended or remitted. The village watch cess in Partabgarh was replaced by the ordinary rural police rate.

**Advances.** 15. In September 1907, as soon as the prospect of famine became certain, arrangements were made for liberal Government advances to cultivators, who, impoverished by the failure of the autumn harvest, had no money to buy seed for the spring crop. These advances, distributed on a scale hitherto without precedent, relaxed the stringency of credit and encouraged the people. Similar advances had to be made for the autumn crop of 1908. The total of these advances reached the enormous sum of Rs. 2,80,67,596. Out of this sum 218 lakhs were advanced for temporary purposes, 146 lakhs being for seed alone. Co-operative credit societies received 3½ lakhs. The largest advances were made in Gonda, Bahraich, Sitapur, Kheri, Mirzapur and Basti. Out of the balance 58 lakhs were advanced for wells, with which sum nearly 27,000 masonry wells were built and nearly 5,000 repaired.

The year opened with outstanding balances of principal amounting to Rs. 23,17,756, a total which was raised by the new advances to over 3 crores of rupees. Of this enormous sum 70½ lakhs were actually due for collection; 44½ lakhs were collected, and a little over 4 lakhs was remitted. The large balance of arrears was inevitable in a famine year.

**Coercive processes.** 16. A note on this subject for the guidance of district officers was issued by the Board of Revenue. The preference for citations over writs of demand still continued. The number of warrants for arrest (4,685) showed a considerable increase over past years. Attachment of moveable property however was not abnormal, and only in 74 cases was the attached property sold. There were no annulments of settlement or sales of immoveable property. On the whole only slightly more real pressure was used than in normal years.

### 12—Surveys.

(For details see the annual report on the administration of the land records for 1907-8.)

**The year's work.**

17. The programme for the year consisted in completing the records of the Banda district and the settlement of some intricate boundary disputes between (1) Kheri and Bahraich, (2) Bahraich and Sitapur, (3) Naini Tal and the Rampur State. In addition to this the original maps and area statements of 233 villages in ten other districts had to be revised.

18. The Banda cadastral section was disbanded in March 1908 on completion of its survey operations. The current programme of survey operations in the province was completed, and, as no surveys were required for settlement in the immediate future, the survey branch of the Land Records department was abolished.

Disbandment of  
survey branch.

### 13—Settlements.

(For details see the annual report on the revenue administration by the Board of Revenue for 1907-8.)

19. Settlement work in the province had almost reached completion. Actual assessment work was in progress in three districts only, Moradabad, Banda and Hamirpur, while in Azamgarh there remained solely the disposal of cases and appeals. In Moradabad the assessments of *parganas* Sambhal and Bilari were sanctioned, and rent rate reports for *parganas* Hasanpur and Amroha were submitted by the settlement officers. In Banda assessments were sanctioned and revised revenues distributed in three *parganas*. Rent rate reports for another *pargana* were submitted, and the assessment of Karwi *pargana* was in course of completion. In Banda, as in Moradabad, the withdrawal of patwaris for famine work considerably delayed the settlement. In Hamirpur the settlement was completed.

Districts under  
settlement.

20. There were 11,508 new cases instituted in settlement courts, besides 10,416 cases pending from the previous year : 14,352 cases were decided during the year.

Case work.

21. The cost of settlement operations during the year was Rs. 2,30,019. The assessment in Moradabad resulted in an increase of over 24 per cent. in the revenue demand, and that of Hamirpur in an increase of nearly 3 per cent.

Cost.

### 14—Land Records.

(For details see the annual report on the administration of the land records for 1907-8.)

22. Proposals regarding the grading of those supervisors who were not diplomates were sanctioned. Such supervisors were made eligible for promotion to higher grades. The grading of assistant teachers in patwari schools was completed, and proposals were submitted for the revised pay and grading of *sadr kanungos*. The revised Land Records' Manual was prepared.

Establishment.

23. Schemes for revision of patwaris' pay and circles in Cawnpore, Hamirpur and Dehra Dun were put into force. Eleven patwaris were appointed permanent assistant registrar *kanungos*. Over 93 per cent. of patwaris held the patwari school certificate. The percentage of resident patwaris fell from 80 to 79.

Patwaris.  
(Village Ac-  
countants.)

24. Famine administration largely interfered with land records work, and caused the late submission of nearly all the village records. Testing of papers by supervisors was below the average owing to famine work, but there was a very satisfactory improvement in the attention paid by the district staffs to the work of supervisors.

Testing of  
papers.

25. The village maps of the province of Agra were brought up to date. Map correcting was backward in Shahjahanpur, Banda, Fatehpur and Basti.

Maps.

26. Cases of concealment were reported from nine districts. In Gorakhpur the concealed rents amounted to 1½ lakhs. The state of the registers of proprietary shares was improved in Gorakhpur and Basti.

Concealment of  
rents.

27. The special staff compiled the new registers for Naini Tal and completed the circle registers in Bareilly, Budaun, Shahjahanpur and Bijnor. New *pargana* and village registers were prepared by the settlement officers in Hamirpur and Moradabad.

Tahsil  
registers.

### 15—Waste lands.

There is nothing of importance to record.



ADMINIS-  
TRATION  
OF THE  
LAND.

16—Government Estates.

(For details see the annual report on the revenue administration by the Board of Revenue for 1907-8 and the separate reports for 1907-8 on the administration of special Government estates in the Kumaun Division.)

Minor estates.

28. The total number of state properties fell from 633 to 623. Twenty-two properties were acquired, all under the Bundelkhand Encumbered Estates Act. Thirty-two properties were disposed of.

The year was a most disastrous one for the Dudhi estate in Mirzapur. The rental collections fell to nearly one half of those in the previous year, and the annual balance sheet showed a deficit of Rs. 3,556.

The total demand excluding that for the Dudhi estate was Rs. 3,29,322, a decrease of Rs. 10,000 from the previous year. Only 63 per cent. of this demand was realised and of the balance nearly half a lakh was reported to be irrecoverable. The balance of profit to Government after deducting all charges was Rs. 79,553. With the exception of the Allahabad estates, on which Rs. 8,590 were expended in improvements, the properties were too small to admit of development.

Special  
estates.

29. The Tarai and Bhabar estates in the Naini Tal district produced a closing balance of Rs. 2,08,703, a satisfactory result in a year of scarcity. Of the total demand (Rs. 6,43,268) a little over 6 lakhs was collected, and nearly Rs. 30,000 were remitted. The estate forests again showed a substantial increase in income. The estates did not escape the prevalent famine. The drought was specially severe in the eastern Tarai, which was practically unirrigated, and also seriously affected the rest of the Tarai. The primitive tribe of Tharus in the eastern Tarai was encouraged by relief works to face the disaster of drought and it is satisfactory to note that their co-operative bank successfully stood the strain. In the Bhabar the elaborate canal system furnished sufficient water to ensure good crops. The year was extremely unhealthy, the mortality exceeding 8,500. Malaria, as usual, was the chief complaint. The experiments with wells in the Tarai, where potable water is scarce, were only moderately successful, but will be continued.

The Garhwal Bhabar estate produced a net balance of Rs. 3,848 on the year's working. The total demand after deducting liberal remissions was Rs. 20,005, nearly all of which was realised. Both harvests were poor, and floods seriously damaged the canals.

The Almora Bhabar estate suffered, where unprotected by canals. Receipts amounted to Rs. 12,324, showing a decrease of Rs. 1,164 on the previous year. Mortality from fever was high.

17—Wards Estates.

(For details see the annual report on the operations of the Court of Wards for 1907-8.)

Number of  
estates.

30. The Court of Wards assumed charge of 11 estates during the year, and released 3 estates of minor importance. At the close of the year 177 remained under management. The total rental demand rose to 95½ lakhs.

Estates taken  
over.

31. Of the estates taken over the most important was the Dumraon estate with a rental of nearly 4½ lakhs. This estate was taken over at the request of the Board of Revenue, Bengal, on behalf of the minor heir of the late Maharaja Bahadur Radha Prasad Singh. The bulk of the estate lies in the Ballia district. Other estates of less importance included the Muhiuddinpur estate in Meerut, the Biswan estate in Aligarh and the Paila estate in Kheri.

Financial.

32. The gross receipts amounted to Rs. 1,34,86,367 and the total expenditure to Rs. 1,20,90,829, leaving a cash balance of nearly 14 lakhs at the credit of the Court of Wards. Out of the gross receipts 29 lakhs were expended on land revenue and cesses, 8½ lakhs on cost of management, nearly 18 lakhs on the maintenance of wards and 40½ lakhs on liquidation of debts. Six lakhs were expended on improvements, and over nine lakhs were advanced to tenants.

Rent collec-  
tions.

33. The famine affected most seriously those districts in which the Court of Wards' interests were largest, notably Kheri, Bahraich and Gonda. This misfortune was aggravated by the fact that in many estates the previous

season also had been unfavourable. Heavy remissions and short collections were therefore inevitable. Out of the total current demand nearly 22½ lakhs or 23·8 per cent. had to be remitted or suspended. The demand on account of arrears was 16½ lakhs, of which only 13·9 per cent. was collected. The total collections, current and arrears, amounted to 85 per cent. of the recoverable current demand.

34. Remissions and suspensions of land revenue aggregating 10½ lakhs were granted by Government. The remainder of the revenue, cesses and rates was paid in full. Land revenue.

35. Rupees 8,65,055 were spent on account of management, the total this year being increased by payment of scarcity allowances. In the estates in the Agra province, which suffered less severely, the cost was 9·9 per cent. on the receipts, but in the Oudh estates the average percentage was 14·3 owing to heavy expenses in Kheri and Gonda. Government again materially reduced the contribution toward superior supervision, levied under Act X of 1892. In future the cost of management should ordinarily not exceed 10 per cent. Cost of manage-  
ment.

36. The total debts due by estates at the beginning of the year were Rs. 1,47,20,673. Payments amounted to Rs. 40,71,608. The closing balance was Rs. 1,60,66,618, in which are included the debts of new estates taken over during the year. Famine retarded in most estates the reduction of debt and prevented payment of the full amount toward principal, laid down in the schemes for liquidation. In spite of the stringency of credit the Court of Wards had no difficulty in borrowing on fairly easy terms. The annual interest charges on the Ajodhya estate were again reduced. These charges, which were Rs. 4,43,880 at the Maharaja's death, were lowered this year to Rs. 2,92,000. Repayment of  
debts.

37. Programmes for improvements could not be worked up owing to the loss of income due to famine. Original works, except those intended to increase the water supply or relieve agricultural tenants, were postponed. The total expenditure fell just short of six lakhs; but, if loans taken from Government for aided relief works be deducted, the actual expenditure on improvements from estates funds was only about 4½ lakhs. This expenditure was mainly on wells, embankments and tanks. Improvements.

38. Rupees 36,639 were spent on sanitation and medical aid to tenants. Of this sum Rs. 14,416 were spent on village sanitation. The estates dispensaries, nine in number, did useful work. Cholera outbreaks in the cold weather were met by disinfection of wells and distribution of cholera pills. Quinine was liberally distributed, and vaccination operations made good progress. Sanitation and  
education.

Education received attention, the number of estate schools rising from 101 to 108. Two girls' schools had to be closed for lack of attendance. The total expenditure on education amounted to Rs. 41,288.

39. The co-operative credit movement did not make very satisfactory progress in Court of Wards' estates, though a few banks in Etah, Agra, Jaunpur, Unao and Fyzabad prospered. Agricultural  
banks.

40. The Court of Wards was concerned in 15 suits exceeding Rs. 10,000 in value. Of these two were decided in its favour, two were compromised and the remaining 11 were pending at the close of the year. Out of 16 appeals three were won, one was lost and 12 remained pending. Litigation.

41. The accounts of 56 estates were audited. The results were generally good, but in Mirzapur, Ghazipur and Basti the work showed much room for improvement. Audit of  
accounts.

#### 18—Revenue and rent paying classes.

(For details see the annual report on the revenue administration by the Board of Revenue for 1907-8 and the Bundelkhand Alienation of Land Act report for 1907-8.)

42. Cases instituted under the Agra Tenancy Act numbered 304,606, a decline of 20,056 from the previous year's figures. The decrease was mainly in suits for arrears of rent, ejectment and enhancement suits. Rent litigation  
in Agra.

43. Suits for arrears of rent in Agra, though less than in the two previous years, were much in excess of other years. The diminution, as compared Arrears of rent.

Enhancement  
suits.

with 1905-7, was due to suspensions and remissions of revenue and will probably not be repeated. Applications to eject for non-payment of decreed arrears decreased proportionately. Ejectment was ordered in 7,121 cases.

Surrenders.

44. The total number of suits for enhancement of rent was only 4,726, a number far less than in any year since 1896. In a famine year this form of litigation is little resorted to. The malaria epidemic in September, the favourite month for institution of these suits, also contributed to this diminution, which was most marked in the Meerut and Rohilkhand divisions.

Ejectments.

45. The total number of surrenders declined from 11,376 to 10,015. Though these figures only represent the cases in which landlords refused to accept notice of surrender except through official agency, the decrease is remarkable in a famine year. The liberal policy of Government undoubtedly encouraged cultivators not to abandon their land in despair.

46. Ejectment suits on grounds specified in sections 57 and 58 of the Agra Tenancy Act were practically the same as in the previous year, when the total exceeded that of any year except the record year of 1901-2. The Gorakhpur, Benares and Allahabad divisions showed an increase; in other divisions there was a substantial decrease. The increase occurred mostly in tracts, comparatively unaffected by the famine, where the high price of grain tempted landlords to force rental enhancements on their tenants by threatening ejectment. Elsewhere landlords refrained from harassing their tenants, who could not afford to compromise ejectment suits and who, once ejected, would probably have evaded payment of suspended rents and arrears. The decrease, it is to be feared, was only temporary.

Protected area.

47. In the Agra province the area held under long term leases continued to expand. The total protected area, in respect of which arbitrary enhancement and ejectment were impossible, was  $13\frac{3}{8}$  million acres out of  $20\frac{1}{2}$  millions held by tenants other than permanent-tenure holders, fixed rate and ex-proprietary tenants. The area was greater than ever before.

Litigation in  
Oudh.

48. The number of suits for arrears of rent in Oudh was lower than in any year since 1892. Applications for ejectment after a decree for arrears were proportionately few, while ejectment suits on other grounds numbered less than 18,000. This general decrease was due to suspensions of revenue and the hopelessness of realising rental arrears during the year.

Court work.

49. The opening file contained 107,665 suits in Agra (Kumaun excepted) and 1,228 in Oudh. New institutions raised these totals to 412,271 and 57,554 respectively, a slight decrease from the last year. At the close of the year 101,758 suits were pending in Agra. In Oudh the number was small.

Mutations in  
revenue papers.

Appeals to Collectors were the fewest since 1899-1900, and appeals to Commissioners showed a large decrease.

50. The number of recorded transfers rose slightly; private sales of revenue paying land increased considerably. Registered redemptions of mortgages fell by nearly 3,000. The number of mortgages was normal except in Gorakhpur, where they increased by 2,765, and in Fyzabad, where they fell by 3,372. Succession cases increased slightly.

Partitions.

51. Applications for partition, perfect and imperfect, decreased considerably, as was natural in a famine year. The total of applications was 3,421, besides 4,482 cases pending from the previous year. Four thousand five hundred and twenty-five cases were left pending at the close of the year. The need for a special partition officer was felt in several districts.

Bundelkhand  
Alienation of  
Land Act.

52. Bundelkhand, like most of the United Provinces, was in the throes of famine. It is therefore difficult to make clear deductions as to the working of the Act. The table of gains and losses shows that practically every agricultural tribe gained more land from non-agriculturists than it lost to them. Brahmaus were again the largest gainers by transfers. The great need for money, due to famine, was supplied to a large extent without selling or encumbering land, a satisfactory feature of the year's work. Attempts to evade the Act were few. Non-agriculturists in Banda and Jalaun were said to be diverting their capital from land investments to grain and cotton, thereby reducing capital available for agricultural borrowers; but stringency of credit was universal and was due mainly to causes other than the working of this Act.

## CHAPTER III.—PROTECTION.

### 19—Legislating authority.

(See page 40 of the report for the year 1901-2.)

### 20—Course of legislation.

53. The following two bills were dealt with during the year. (1) the United Provinces Water-Works (Amendment) Bill, 1907; (2) United Provinces Excise Bill, 1909. The report of the Select Committee on the United Provinces Water-Works (Amendment) Bill, 1907, was taken into consideration on the 7th April 1908, and the bill, as amended, was passed into law on the same date. It is now Act I of 1908.

The United Provinces Excise Bill, 1909, was introduced into the Council on the 27th March 1909.

### 21—Police.

(For details see the annual report on the administration of the Police Department for 1908 and the tables under head Police, Part VI, Statistics of British India.)

54. The total volume of reported crime was 195,687 cases, an increase of 5·5 per cent. on the previous years' figures. This increase was mainly in offences against property and person, especially burglary, dacoity, theft and cattle stealing. The incidence of all crimes per 10,000 of population was 40·3 as against 38·3 in 1907. The figures, however, compared favourably with those of the last serious famine years 1896-97, and testified to the efficiency of the Government famine policy. The district returns of crime, with a few exceptions, corresponded closely with the agricultural conditions. There was a sensible decrease in rioting and grievous hurt, but a rise of 30 cases of murder and attempted murder. The number of non-cognizable cases fell from 101,256 to 90,965. Crimestatistics.

55. Investigation was refused in 50·1 per cent. of the total number of crimes reported, as compared with 49·8 in 1907. The system of optional investigation, under which the officer in charge of a police station is authorized to refuse to investigate unimportant cognizable cases, is gradually receiving greater appreciation. There was a decrease of 450 in the number of police cases struck off as false. The percentage of persons convicted in police cases to persons arrested was 80·8 as against 76·9 in 1907. Investigation.

56. The total of true cases for disposal under this head rose from 181 to 210. Of these 164 were decided during the year, 132 ending in convictions. The police were more successful in both detection and prosecution than during the previous year. Offences relating to coin, stamps and notes.

57. Excluding the cases in which the murderers committed suicide, 555 murders were reported as against 534 in 1907, of which latter total 103 cases were pending at the beginning of the year under report. Three hundred and eighty-three cases were decided, resulting in the conviction of 247 cases and 435 persons. The police were more successful than in 1907, but were, as usual, gravely handicapped by the general unwillingness of the people to give evidence, and by their own faulty investigations. Murder.

58. The number of true cases of poisoning rose from 43 to 49. The percentage of convictions showed a slight improvement when compared with the figures of the previous year. Twenty-seven cases were traced to professional poisoners. Dhatura was the poison used in the majority of cases. Poisoning.

59. Dacoity, as was to be expected in a year of famine, showed a very serious rise of 163 cases. Three hundred and eighty-three cases were disposed of during the year and 271 ended in convictions, 1,297 out of 2,568 tried persons being convicted. Bahraich (87 cases), Kheri (56) and Farrukhabad (46) were the districts in which this grave form of crime was most prevalent. The number of cases in which fire-arms were used rose from 119 to 174; murder, however, occurred in only 22 cases as against 39 in 1907. The value of property stolen amounted to nearly 3 lakhs, of which Rs. 8,840 Dacoity.

Chapter III.  
PROTEC-  
TION.

10 UNITED PROVINCES OF AGRA AND OUDH ADMINISTRATION REPORT. [1908-1909.

Robbery,  
burglary and  
theft.

only were recovered. A large number of the dacoities were of a professional type and 1,044 persons were convicted during the year in such cases.

60. Eight hundred and fifty-seven true cases of robbery were reported, a slight increase on the previous year. The percentage of cases convicted to reported fell from 22 to 21, but that of cases convicted to cases disposed of rose from 64 to 66. There were 4 mail robberies, of which two were important and were successfully traced. The police on the whole were not very successful in dealing with this class of crime.

Burglary cases rose from 84,787 to 91,186. The increase was due mainly to famine, partly also to better reporting. The percentage of convictions to reports rose from 6 to 7, and of cases convicted to cases disposed of from 87 to 89.

The number of ordinary thefts was 52,671 as compared with 50,757 in 1907. Of these 10,010 were decided and 9,041 ended in convictions, a large increase on the previous year. There was one theft of a service rifle and ammunition. Thefts of copper telegraph wire again continued. The property stolen in cognizable cases was valued at Rs. 31,14,001, a decrease of nearly 11½ lakhs on the total of 1907. The percentage of recovery was 15.

Cattle theft  
and mischief.

61. The number of cases of cattle theft for disposal rose from 5,806 to 7,522. Out of 2,368 decided cases 2,074 ended in convictions. This increase of cattle stealing was to be expected in a famine year; 172 cases of cattle poisoning were reported and 112 cases of cattle flaying. The work of the police showed a distinct improvement.

Criminal tribes.

62. The record of the Sanauriahs in Jhansi and of the Gonda Barwars continued satisfactory. The Sansiahs again gave considerable trouble, and are reported to have been responsible for some of the dacoities in Oudh. The Haburahs in Moradabad and the Muzaffarnagar Bauriahs maintained their evil reputation, and wandering criminal gangs recruited from these tribes extended their depredations to various parts of the province. A settlement for Doms was opened at Gorakhpur under the management of the Salvation Army and made a promising start. Weaving, bag and box making, and similar occupations are taught.

Surveillance.

63. Six thousand six hundred and fifty-five persons were dealt with under the bad livelihood sections of the Criminal Procedure Code, an increase of 1,428. Though the average security demanded did not exceed Rs. 148 under section 110 and Rs. 127 under section 109, only 9 and 3 per cent. of persons respectively were able to furnish the security demanded. Attention was paid to the preparation of history sheets of bad characters, and the number for whom history sheets were maintained was increased from 37,033 to 49,557.

Finger impres-  
sion slips.

64. There was a large increase in the number of finger impression slips sent for identification. The percentage of successful searches was 20.6. Two thousand five hundred and twenty persons were identified. The number of slips on record at the end of the year was 129,458.

Absconded  
offenders.

65. During the year 964 absconded offenders were added to the register and 562 were arrested. Two thousand four hundred and seventy-five names were left on the register at the close of the year.

Native States.

66. Cordial relations were maintained with the police of all neighbouring native states.

Village head-  
men.

67. There was a distinct improvement in the work of village headmen: 145 received rewards as compared with 60 in 1907, and there was a satisfactory decrease in the number punished.

Strength and  
cost of the  
police.

68. There was an increase of 7 deputy superintendents and a decrease of 56 head constables and 26 constables. The grand total cost of the force rose by nearly two lakhs, the expenditure amounting to Rs. 75,03,737. The sanctioned strength was 2,251 officers and 33,232 men.

Punishments  
and rewards.

69. Owing to the necessity of maintaining strict discipline in a somewhat exceptional year the punishment roll was heavy; 15 officers and 258 men were dismissed, and 92 officers and 425 men were punished departmentally, whilst there were 171 judicial punishments. Eleven thousand and sixty-three men received rewards. The general rise of prices and wages and the raising of the pay of the Indian Army injuriously affected the standard of recruiting, few literate men being attracted to the rank and file of the police.

70 The total strength of both armed and mounted police remained unchanged. The work of both forces during the year was very heavy, and their record remained most satisfactory.

71. The incidence of crime on mileage rose from 21 to 24 and was due mainly to famine, but the figures of the last five years show a steady increase in railway crime. The percentage of persons convicted to trial rose from 85 to 87 and that of property recovered from 2 to 13. There were 35 cases of obstructions placed on railway lines, in eight of which convictions were secured. The railway branch was the weakest in the police machinery.

72. There were 36 collisions and accidents, nine of which were serious. In seven of these latter cases the persons considered responsible were prosecuted. The most serious cases were collisions on the line between Dasna and Ghaziabad, at Rasulabad, and at Sonna; but of these three cases only the Rasulabad collision resulted in a conviction. In the Dasna-Ghaziabad accident, which involved a terrible loss of life, minute inquiries and a prolonged trial failed to prove that either of the two assistant station masters, who despatched the ill-fated trains, was criminally responsible for the collision.

73. The work of village watchmen improved somewhat, as evidenced by a decrease of fines, suspensions, and dismissals. The number of judicial punishments, however, increased, and there was a decrease in rewards. The low pay of rural police affected recruiting in some districts.

74. One hundred and twenty-four students qualified at the final examination for the post of sub-inspector. The discipline of the school was good. Seven probationary assistant superintendents and three deputy superintendents were under training and successfully passed their examination. The teaching staff was remodelled in accordance with the proposals of the Police Commission.

75. This department had exceptionally heavy work, notably the prosecution of Patandin's gang of 90 men in Bara Banki, and of the Panjabi Sansiah gang of 40 men in Saharanpur. The former gang had carried out extensive depredations in Bara Banki and neighbouring districts, while the latter gang had for years past been committing murders and other atrocities in the Saharanpur, Bijnor and Dehra Dun districts. There were two important prosecutions under section 124A of the Indian Penal Code. The record of work for the year was excellent.

76. The reallocation of police circles was sanctioned in all but four districts. The Government railway police sections were reconstituted. The rules regulating the appointment of deputy superintendents were revised. Special travelling allowance rules for officers of and below the rank of sub-inspector were made in the interests of the force. The few reforms remaining to be carried out under the scheme arising from the report of the Police Commission were prepared and were only waiting for provision of the necessary funds.

#### 22—Criminal Justice.

(For details see the annual reports on criminal justice for 1908 and the tables under head Criminal Justice in part VI, Statistics of British India.)

#### AGRA.

77. The number of trials for practically all classes of offences against property, except mischief, showed an increase, as was to be expected in a famine year. But there was a general decline in offences against the person which more than counterbalanced the above increase. Fifty-two thousand nine hundred and seventy-one cases and 104,030 persons were brought to trial under the Penal Code, as against 53,860 and 1,05,848 in the previous year. Offences under special and local Acts rose slightly in number. The combined figures showed that the work in magistrates' courts was about as heavy as in 1907.

The sessions courts' figures however pointed to a considerable increase of serious crime. Nineteen hundred and seventy-five cases were committed to the sessions as against 1,681 in the previous year.

78. The number of cases pending over 6 weeks rose from 1,349 to 1,721; the increase was largely due to pressure of famine work.

Armed and  
mounted police.  
Railway police.

Railway acci-  
dents.

Rural police.

Training  
School.

Criminal  
Investigation  
Department.

Reforms and  
reorganisation.

Number of  
trials.

Duration of  
trials.

Punishments.

79. Sentences of all kinds showed an increase. The number of death sentences rose from 80 to 91 : sentences of transportation increased from 216 to 326, and of rigorous imprisonment from 17,772 to 19,941. Whippings rose from 3,592 to 4,051, but were more than nine hundred short of the 1906 total.

Appeals and revisions.

80. Appeals increased before both courts of session and the High Court, but diminished in the courts of district magistrates. Applications for revision were fewer before district magistrates and sessions judges, but increased before the High Court. The total number of appeals amounted to 17,691. Out of these in 2,150 cases the sentences were reversed, while in 1,615 appeals the result was a reduction or alteration of the original sentence.

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OUDH.

Number of trials.

81. Magistrates disposed of 33,793 cases against 34,058 in the previous year. There was a decrease of offences under both the Penal Code and other Acts. Sessions work, as in Agra, increased considerably, the total of cases rising from 537 to 890, owing to an epidemic of serious robberies and dacoities.

Duration of trials.

82. The average duration of trials before magistrates rose from 9 to 10 days, the actual variations in districts being from 3 to 18 days. There was also a considerable increase of long pending cases in sessions courts, the average duration rising from 34 to 46 days.

Punishments.

83. Sentences of death rose from 36 to 70, of transportation from 123 to 213, and of rigorous imprisonment from 6,426 to 9,531. Whippings also increased considerably as in Agra.

Appeals.

84. Appellate work increased enormously from 4,511 to 6,533 cases. In 734 cases the appellants were successful, and 528 appeals resulted in a modification of the original sentence. Criminal work in the Judicial Commissioner's court was exceptionally heavy.

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23—Prisons.

(For details see the annual report on the Jail Department for 1908, and the tables under head Jails in part VI, Statistics of British India.)

General

85. The number of persons in jails at the beginning and end of the year was 25,138 and 26,317 respectively. The total number of prisoners, admitted or transferred during 1908, together with those who were in jail at the commencement of the year, showed an increase of 21,577 over the total of the previous year, but was 47,759 less than in the last great famine year, 1897. The average daily jail population (28,299) also compared most favourably with the 1897 average, which was nearly eight thousand higher. The jail population, like crime, varied in districts according to the agricultural conditions, Bahraich heading the list of relative increases with a figure more than double that of last year. A large number of prisoners were released on the 2nd November, in commemoration of the fiftieth anniversary of the assumption by the Crown of the government of India.

Punishments.

86. There was a considerable decrease in offences committed by prisoners. Including 11,291 warnings the total number of punishments was 37,279, nearly two thousand less than in 1907. The decrease was chiefly in offences relating to work. The number of floggings, inflicted as jail punishments, again decreased. Although recourse to corporal punishment has diminished by two-thirds since 1903, discipline was in no wise prejudiced.

Expenditure.

87. The total cost of guarding and maintaining the prisoners rose by 4½ lakhs; the average cost per head increased from Rs. 63½ to Rs. 70½ and was higher than in any previous year. The increase in expenditure was accounted for by the high price of grain and other articles of food.

Employment.

88. Prisoners were employed in the usual jail industries, the daily average thus employed being 43·39 per cent. of the number sentenced to labour. Many of the short-term prisoners on admission were in such bad health that they had to be sent direct to hospital, where they earned nothing and cost more than usual. The total cash earnings from convict labour decreased from Rs. 2,45,794 to Rs. 2,03,394.

89. The prevalence of famine and sickness throughout the province seriously affected the death-rate and the number of hospital admissions in jails. Many prisoners on admission were suffering from the effects of scarcity, malaria, dysentery and enlarged spleen. The rise in the jail death-rate from 15 to 24 per mille was therefore to be expected and compared very favourably with the provincial death rate of 52.73. Admissions to hospital increased from 14,402 to 19,217. The systematic distribution of quinine in some jails had a remarkable success in reducing malaria and dysentery. There was a serious outbreak of beri beri in Basti jail, due apparently to infected grain.

Health.

**24—Civil Justice.**

(For details see the annual reports on civil justice for 1908 and the tables under head Civil Justice in Part VI Statistics of British India.)

**AGRA.**

90. Institutions in courts of original jurisdiction again increased, the total 1,17,860 being 5 per cent. more than the previous year. The increase was mainly limited to suits for moveable property, whereas suits for immovable property substantially diminished. The increase of case work chiefly affected Small Cause Courts. The number of suits for disposal was 134,799, of which 120,849 were decided, an increase of about 6 per cent on 1907. This increase of civil litigation in a famine year was unexpected.

Original suits.

The average duration of cases was the same as in the previous year. The value of suits rose by 35½ lakhs to a total of nearly 370½ lakhs of rupees.

91. The number of appeals for disposal was 9,921, of which 7,137 were decided. There was a substantial decrease in institutions, scarcity evidently having discouraged litigants from wasting money on hopeless appeals.

Appeals.

92. The total number of appeals before the High Court was 3,877, which was 284 less than in the previous year. The average duration was 441 days ; 2,057 appeals were pending at the close of the year.

High Court.

93. Applications for execution of decrees rose, and the number for disposal (108,325) only just fell short of the record total of 1900. Forty-nine per cent. of applications disposed of were wholly or partly fructuous. The execution departments of Civil Courts required more careful personal supervision by presiding officers.

Execution of  
decrees.

94. The number of village courts fell from 496 to 452. The number of suits filed and their value again declined. These courts, as a whole, had not won popular confidence.

Village Mun-  
sifs.**ODDH.**

95. The number of suits instituted again decreased, the total falling from 59,027 to 56,389. The decrease was due to famine, which discouraged creditors from instituting suits likely to prove infructuous. Of 64,686 suits for disposal 56,489 were decided during the year. The average duration rose to 73 and 33 days, respectively, in contested and uncontested cases. The total value of suits was Rs. 4,40,88,457, the enormous increase of 317 lakhs over the total for the previous year being due to several individual suits of high value.

Suits.

96. Appeals decreased substantially: 1,964 were decided during the year out of 2,799.

Appeals.

97. The Judicial Commissioner's Court decided 565 out of 826 appeals for disposal. The average duration was 228 days.

Judicial Com-  
missioner.

98. Applications for execution were filed to the number of 44,440, a slight increase on the previous year. The small percentage of fructuous applications showed, as in Agra, a need for closer attention to this branch of work.

Execution of  
decrees.

99. The number of village courts decreased from 287 to 280. The great majority (224) were in Fyzabad district. An increase occurred both in the number and in the value of suits and seems to point to these courts having become more popular.

Village Mun-  
sifs.**KUMAWN.**

100. Institutions showed a slight increase from 4,660 to 4,729, their value rising proportionately. Out of 5,489 suits for disposal, 4,847 were disposed of during the year.

Suits.



Chapter III. 14 UNITED PROVINCES OF AGRA AND OUDH ADMINISTRATION REPORT. [1908-1909.

PROTECTION.	101. Appeals decreased from 481 to 458. Of these 382 were disposed of.
Appeals.	102. Applications for execution numbered 2,688, a very slight increase.
Execution of decrees.	Of these 2,292 were disposed of, 28 per cent. proving wholly fructuous and 53 per cent. wholly infructuous.

**25—Registration.**

(For details see the annual report on registration for 1908 and the tables under head Registration in Part VI, Statistics of British India.)

Registrations.	103. The number of registrations rose from 260,309 to 275,454. The increase was in compulsory registrations; optional registration slightly decreased.
Financial.	104. Receipts rose from Rs. 5,39,295 to Rs. 5,57,606, and expenditure from Rs. 2,80,164 to Rs. 2,89,757.
Prosecutions.	105. A case of fraudulent registration took place in Rae Bareli district, in which the two male executants were sentenced to three years' rigorous imprisonment each. The system of thumb impressions has been responsible for the great decrease of fraudulent registration during the past six years.
General.	106. Registrars in many districts were unable to inspect properly their subordinate offices, owing to pressure of sessions work.

**26—Municipal Administration.**

(For details see the annual review of municipal administration for 1908-09 and the tables under head Municipalities, Part VIII Statistics of British India.)

General	107. Questions of municipal administration have recently received a special share of attention. In the first place the results of the inquiry held by the Royal Commission on Decentralization have been published, and this will undoubtedly lead to a material development of local self-government, but in addition the whole question of municipal taxation has under the orders of the Lieutenant-Governor been investigated by a representative committee, and the deliberations of the Sanitary Conference, which was convened under his orders, were largely concerned with municipal affairs, since it is in municipalities that the question of sanitation is at present most prominent.
Elections.	108. The number of boards, privileged to elect their own members, remained unchanged while qualified electors amounted to 2·5 per cent. of the population. Of the 49 municipalities in which polls took place the percentage of electors was 55, as compared with 49·5 and 25·7, the respective percentages of the two previous years. The growing interest in elections is apparent, but at the same time abuses have come to light which have made it necessary to undertake a revision of the election rules.
Taxation.	109. Revised octroi schedules were published in a few towns; Mussooree raised its rates of toll, and Benares instituted a new tax on visitors entering by rail. Rae Bareli and Chandausi imposed new taxes on vehicles and brick factories. But pending a decision on the report of the taxation committee which has been referred to, changes in taxation were few and unimportant. The committee have found that octroi constitutes a most serious hindrance to the free course of trade, and they recommend its abolition. Their recommendations have been accepted by the Lieutenant-Governor. He desires to restrict octroi and substitute other methods of taxation, wherever possible, and a far-reaching revision of the taxation basis is therefore contemplated.
Chairmen.	110. With the exception of two members of the Civil Service, who were appointed as whole-time chairmen of the Allahabad and Cawnpore boards, the status of chairmen remained unchanged. At present therefore, excluding two municipalities, all the chairmen are officials, but in accordance with the recommendations of the Royal Commission it has been determined to substitute non-official chairmen, as well as vice-chairmen, wherever suitable persons are found.
Rules.	111. The Cawnpore municipality published a complete set of bye-laws, and the Naini Tal board revised the municipal market rules. Twelve municipalities revised their provident fund rules. Changes of some importance were also made in Chandausi, Rae Bareli, Unao, Hathras and Fyzabad.

112. Exclusive of extraordinary receipts and special grants the total income of boards amounted to 64 lakhs, a decrease of Rs. 1,89,568 from the income of the previous year. The expenditure under ordinary heads fell by Rs. 3,52,647, thanks in part to the provincialization of plague charges, which in the previous year exceeded 1·3 lakhs. There was a rise of Rs. 1,19,937 under the head "extraordinary and debt," part of which is due to the growth of indebtedness, but Rs. 54,903 represent investments, and Rs. 40,000 repayment of a loan in advance of due date. Nineteen boards had closing balances in excess of Rs. 30,000, Lucknow and Saharanpur heading the list with Rs. 3,27,192 and Rs. 1,41,734 respectively. Loans, however, granted for specific purposes composed about three-fourths of the Lucknow balance, and the large balances in other towns consisted chiefly of loans or savings reserved for works of improvement.

113. The net receipts from octroi amounted to Rs. 33,46,090 or Rs. 2,55,478 less than in 1907-8. It was shown however in the previous report that the import in famine times of large consignments of grain swell the municipal income, as considerable quantities are distributed to surrounding villages in small parcels, on which refunds are not claimed. The receipts for 1907-8 were therefore abnormal. A truer standard of comparison is to be found in the figure of 1906-7, which was Rs. 34,16,433. As a consequence of the disappearance of famine, the most striking feature in the octroi figures was the fall in the import and apparent consumption of grain.

Octroi receipts.

114. The large diminution of Rs. 1,01,095 in the receipts from taxes other than octroi, was due mainly to a fall of Rs. 87,018 in the terminal tax income at Cawnpore. Taxes on pilgrims and on professions and trades yielded less than in the previous year. And the aggregate toll income also fell by Rs. 12,797, the increased takings at Mussooree being more than counter-balanced by the abolition of toll on the bridges at Agra and by the transfer to the district board of certain ferries at Benares.

Receipts from  
other taxes.

The provincial incidence of taxation fell from Re. 1-9-9 to Re. 1-8-0. The highest incidences were Rs. 10-9-3 and Rs. 8-7-6 at Mussooree and Naini Tal.

115. Excluding special grants from Government, there was an increase of Rs. 1,49,524 in income from sources other than taxation. Out of this sum Rs. 1,29,402 were realised from the sale of sites round the Aminabad Park, but rents, conservancy receipts and markets also produced satisfactory increases of income.

Receipts from  
sources other  
than taxation.

116. The provincial finances during the year could not afford large grants to municipalities. Rupees 36,346 however were repaid to boards on account of poorhouse expenditure in the famine of 1907-8, and Rs. 1,83,835 were distributed in special grants. Boards received also their share of the special grant of six lakhs for primary education, while Naini Tal was given a grant of Rs. 40,000 for its new market, and Allahabad and Lucknow each received Rs. 10,000 for fire engines. Lucknow was also given Rs. 20,000 for purification of sullage and Rs. 29,700 for a new road. Municipalities further were largely concerned with the appropriation of an assignment of five lakhs made by the Government of India for sanitary improvements, and out of this sum Allahabad, Cawnpore, and Lucknow received 1½ lakhs each, wherewith to construct broad roads and open out congested areas. Out of the sum of Rs. 5,01,805 released to municipalities some years ago by the provincialization of police charges, Rs. 1,42,078 were spent this year on drainage and paving, Rs. 1,07,471 on loan charges, and minor sums on conservancy reforms, education and other miscellaneous works.

Special grants  
from Govern-  
ment.

117. In loans municipalities received Rs. 8,95,250 from Government, of which Rs. 3,93,000 were for drainage and Rs. 4,91,250 for water-works. The largest item was one of Rs. 2,42,000, which the Mussooree board had to borrow to complete its hydro-electric scheme. Lucknow also received 1½ lakhs for intercepting sewers. No loans were raised in the open market.

Loans

118. The main variations in expenditure, excluding the relief from plague charges already mentioned, were economies in water supply, drainage, markets and collection charges and increased outlay on general administration, lighting, conservancy, public instruction and fairs.

Expenditure.

PROTEC-  
TION.Water and  
drainage.

119. The expenditure of the eight towns with large water-works fell by Rs. 1,98,090, mainly owing to the fact that the outlay on the Mussooree hydro-electric scheme was much smaller than in the previous year. The question of increasing the supply in several towns is now however becoming urgent. In Lucknow, the action required has been settled and a loan taken, but in Allahabad and particularly in Cawnpore a large expenditure will be necessary, if the rapidly increasing demands of the population are to be met.

In the matter of drainage schemes the year was one of considerable activity, and there is no doubt that boards are awakening to the importance of the subject. The question of the most suitable agency for the execution of works has been examined, and an addition made to the staff of the Sanitary Engineer, but it was found necessary to recast many of the existing projects and the amount of work carried out was therefore small. Jaunpur, Hathras and Moradabad however commenced work on large drainage schemes and Lucknow completed its intercepting sewers. The question of sullage disposal was also prominent, especially at Agra and Lucknow. The Government was fortunate in securing the services of Doctor Gilbert Fowler, the eminent sewage chemist, who visited these places and submitted a report which will be of great assistance in future administration.

## Education.

120. Municipal expenditure on public instruction increased by Rs. 21,577, and was 5.25 per cent. of the ordinary annual income. The Lucknow board took over the management of all intra-municipal primary schools and of some secondary schools. Boards on the whole showed more recognition of their responsibilities in the matter of education. There was an improvement also in the spread of female education, Agra and Bareilly for instance increasing their girls' schools by 6 and 13. The question of providing better educational facilities for factory children was taken up by Government.

Medical and  
sanitary.

121. The number of successful primary vaccinations fell from 105,221 to 91,524. Malaria was doubtless largely responsible for this decrease, but the provisions of the Vaccination Act were not properly enforced in 16 municipalities, including Lucknow, Benares and Meerut. The vital statistics showed a most deplorable state of things. The number of births fell from 124,500 to 108,360, while the mortality increased from 145,888 to 148,447—an excess of deaths over births by 12.93 per mille of the population. Kosi, Kairana, Brindaban and Atrauli possessed the worst records in this respect, but as many as 23 municipalities had a death rate of 60 per mille or over. The death rates of Kairana and Kosi headed the list with 125 and 108.73 per mille. The death rate among infants was terribly high, showing a rise from 300.86 to 352.93 per mille.

In 1908-9 the chief cause of this appalling mortality was the epidemic of malaria; but the whole question has engaged the anxious consideration of the Government, as already mentioned. A conference was convened by the Lieutenant-Governor to consider what improvements could be effected in the sanitary conditions of big towns, and their recommendations are being carried out as circumstances allow. A lady doctor was deputed to study the question of infant mortality at Cawnpore, and two officers of the Indian Medical Service were appointed to investigate the causes of malarial fever in the province. The causes of a severe epidemic of enteric in Naini Tal were investigated. The Government therefore has done what it could, and as the ideal of good sanitation is spreading, there is reason to hope that in its efforts to combat disease it will receive more help from the people.

## 27—Local Boards.

(For details see the annual report on the working of the local and district boards for 1908-9 and the tables under head local boards, part VIII, Statistics of British India.)

## General.

122. The growing interest taken by non-official members of District Boards, which was remarked upon in the report of the previous year, again showed gratifying signs of development, especially in the Fyzabad division, where thirty-five such members were specially mentioned for good work.

There still remained however much room for improvement in many districts, and in particular it has been found that the financial administration in some cases has been defective. The rapid expansion of local expenditure in recent years has been met, not by an increase of local income, but by large contributions from provincial revenues, and the hope that the Government would make good any deficit has led a few boards to be less careful than they ought to have been about the adjustment of their expenditure and receipts.

123. The income of boards, which in the previous year had increased by Rs. 8,32,342, again rose by 6½ lakhs and reached a total of Rs. 98,59,011. The provincial contract, which was made for a period of three years from 1907-8, remained practically unchanged, the provincial contribution amounting to nearly 23½ lakhs. The rise in income was due chiefly to increases of nearly 4 lakhs in the opening balance, 2 lakhs in local rates and one lakh in receipts from civil works. Educational, medical and miscellaneous receipts also contributed to this result, but there was a considerable decrease in the revenue from pounds. The balances of many boards are unnecessarily large, and in view especially of the numerous demands for non-recurring expenditure it is to be regretted that the closing balance of the year under report (Rs. 17,74,031) even exceeded the large closing balance of the previous year. The disappearance of famine was the chief cause both of the rise in receipts from local rates and of a fall in the revenue from pounds. The steady growth of fees and subscriptions accounted for the increase of educational and medical receipts, while the increase in civil works was due to refunds made by Government for the expenditure incurred by boards on famine test works.

Income.

124. The rise in the income of local boards was counterbalanced by an equal rise of expenditure. The total charges, exclusive of deposits, advances and the closing balance, increased from Rs. 74,66,299 to Rs. 80,08,272. The tendency to raise recurring charges, which could only be met by an appeal to Government for assistance or by trenching on the minimum allotment for original works, has already been noticed.

Expenditure.

Of the charges, which chiefly contributed to the increase of expenditure, education, civil works and medical were responsible for additions of 2½, 1½ and ½ of a lakh respectively. Half of this large extension of educational expenditure was devoted to primary schools and the balance in nearly equal shares to English and middle schools. The growth in medical charges was mainly due to the large demand for quinine and other medicines, which was caused by the extraordinary epidemic of malaria and by the general prevalence of sickness after a severe famine. Veterinary charges rose during the year to Rs. 73,429, the increase of outlay being specially marked in the Agra, Kumaun and Rohilkhand divisions. The rapid progress of district board expenditure, to which reference has been made above, is strikingly illustrated by a comparison with the expenditure of 7 years ago. The administrative charges, which amounted to Rs. 49,77,000 in 1901-2, approached double that total in the year under report. On the other hand, the net Provincial contribution which amounted to 2½ lakhs in the former year, was in the latter only just short of 23½ lakhs.

125. The large increase of 2½ lakhs in educational charges raised the total of expenditure under this head to nearly 30 lakhs, a total which represented three-eighths of the total expenditure of district boards and which was only exceeded by the expenditure on civil works. The progress of education however was not commensurate with the progress in expenditure. The number of schools fell from 15,175 to 14,994 and of scholars from 620,199 to 618,488. The exact accuracy of the returns, upon which these totals are based, is doubtful, especially the returns of unaided schools, but the general conclusion to be drawn from the figures, that there was a slight decline in the number of schools and scholars, may be accepted as correct. The chief cause of the temporary fall in the number of scholars was undoubtedly the epidemic of malaria, but in some districts the fact that many schools were already full prevented the increase of pupils. The additional expenditure was due to increasing the pay of instructors and strengthening the teaching staff. In addition to this, numerous school buildings, including boarding-houses, were erected, the expenditure on

Education.

which is shown under the head civil works. In some cases boards erected new schools with a lack of discrimination and a resultant waste of money.

The reports on female education were on the whole somewhat unsatisfactory. The removal of the artificial stimulus of a capitation grant resulted in a general decrease of the number of small girls, who attended boys' schools.

Medical and  
sanitary.

126. The total medical charges amounted to Rs. 8,95,652, out of which Rs. 7,63,071 were expended on hospitals and dispensaries. The epidemic of malarial fever, mention of which has of necessity been frequent throughout this report, was mainly responsible for a largely increased resort to the hospitals maintained by boards. The number of patients rose by 805,816, to a total of nearly  $4\frac{1}{2}$  millions. The increase was most marked in Rohilkhand, but was also noteworthy in Oudh and the Agra Division, and would undoubtedly have been still greater but for the very large distribution of quinine, made at the expense of Government, in the most afflicted districts. The erection of a new headquarter hospital was begun at Meerut, and in many districts building operations in connection with dispensaries were in progress : several districts however were still in need of new outlying dispensaries, contributions toward which will be provided for in the next contractual allowance.

The expenditure on sanitation accounted for only Rs. 23,083 of the total medical charges, a disproportion which argues very inadequate attention on the part of boards to this important subject. The Sanitary Conference, which has been mentioned already in this report, made some practical suggestions on the question of village sanitation, and experiments are now being made in some districts to provide an agency, which will help the villagers to carry out sanitary improvements. The number of persons vaccinated again shows a regrettable decrease, the total for the previous year dropping by 222,000 to 1,309,973. Malaria, no doubt, was largely responsible for this unsatisfactory result, but the fact remains that the vaccinations performed in a large number of districts were insufficient. A personal interest in the matter on the part of non-official members would undoubtedly improve results.

In district board areas, as in municipalities, the vital statistics were deplorable. The previous year had been an unhealthy one, the births being just exceeded by the deaths, but in the year under report the death-roll rose from 1,890,762 to 2,406,638, while the number of births fell from 1,889,969 to 1,613,775. The extraordinary epidemic of malaria was responsible for this abnormal mortality. The subject is discussed at fuller length in the chapter on vital statistics.

Arboriculture

127. Expenditure on arboriculture amounted to Rs. 99,455. The working plan for the year was carried out satisfactorily in most districts. Students, nominated by district boards, were under training at Lucknow, with a view to becoming arboricultural supervisors.

Civil works.

128. The expenditure on civil works amounted to Rs. 36,05,808, as against Rs. 34,88,202, in the previous year. A satisfactory proportion of the amount allotted to original works was spent on communications, especially in the Agra, Allahabad, Lucknow and Fyzabad divisions, but generally more than half the total outlay on original works was devoted to buildings. A programme was drawn up by two officers on special duty, showing the works really needed within the areas of the various district boards. For the execution of this programme it is not possible at present to provide funds in a period of less than 13 years, and boards have been offered contributions on this basis with effect from 1909-10.

28—Volunteering.

(For details see the annual reports of Commandants of Volunteers Corps for 1908-9.)

129. The enrolled strength of the active force of volunteers was 4,208, an increase of 182 on the total of the previous year. Of the above number 607 were cavalry or mounted infantry, the rest were infantry. In addition to

1908-1909.]

VOLUNTEERING.

19 Chapter III.  
PROTEC-  
TION.  
—

the active force there were 524 reservists. Four thousand and eighty-four of the active force qualified for the capitation grant as efficient or extra-efficient. There were 1,172 marksmen and 2,380 first class shots, one-eighth only of the efficient force failing to reach the latter standard. The reports from the various commandants were on the whole satisfactory.

## CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

### 29—Agriculture.

[For details see the annual reports on the administration of agriculture for 1908-9, on the administration of the Civil Veterinary Department for 1908-9, on the working of the Co-operative Credit Societies Act (X of 1904) for 1908-09, the tables under head Agricultural Statistics, and those under head Co-operative Credit Societies, Part II, Statistics of British India.]

#### General.

130. The year was devoted mainly to the development of existing organizations, funds being insufficient for the initiation of new schemes. There was a remarkable growth of public interest in the improvement of agriculture and stock-breeding and in agricultural labour-saving appliances. This general increase of interest has tended to make the subordinate agricultural service more popular.

#### Arboriculture.

131. The planting season was somewhat unfavourable, but the working plans for the year were not seriously affected. Ninety-four miles of provincial and 208 miles of local roads were planted, a total only six miles short of the working plan. Two hundred and twenty-two miles of recent planting were recorded as established during the year; but a total of 95 miles, hitherto reported as planted, was found to be treeless. The aggregate expenditure on provincial and local roads rose to Rs. 1,56,051, while the total receipts fell to Rs. 68,677. The deficits on provincial and local roads were Rs. 35,017 and Rs. 52,357 respectively. Fourteen students, nominated by district boards, were under training at the Government horticultural gardens in Lucknow with a view to becoming district board supervisors of arboriculture.

#### Assistance to the public.

132. The demand for labour-saving machinery, stimulated by the rising cost of labour, increased rapidly, and the stage is likely soon to be reached when the department cannot cope with the demand, which must be met by private enterprise. The creation of this demand testified to the success of the department both in winning the confidence of agriculturists and in adapting western implements to eastern needs. The appliances most in demand were water-lifts, tillage implements and sugar machinery. Many improved ploughs were also issued during the year. The number of correspondents, asking for advice and information from the department, rose from 3,468 to 4,448.

#### Distribution of seed.

133. Some 400 maunds of seed, exclusive of cotton seed, were issued in small lots to individuals, the demand for ground-nut seed showing a remarkable increase. Three hundred and sixty maunds of acclimatised American cotton seed were sold, but the yield was very poor owing to the bad season. The sale of lint just covered expenses, and the future success of this crop remained doubtful. The seed depots were much appreciated by the public. With the object of eventually making them over to co-operative societies, 11,000 maunds of seed were lent to groups of persons, while only 800 maunds were lent to individuals.

#### Well sinking.

134. A staff of 50 borers was placed under the control of district officers to help the public in the engineering difficulties of well sinking. Borings were made in 734 old wells, two-thirds of the borings resulting in an improved water supply. Four hundred and thirty-four trial borings also met with the same average of success. Officers from three other provinces were deputed during the year to study the methods of boring in the United Provinces.

#### Publications.

135. The most important publications during the year were notes on the industries of the province, on sugarcane at the Partabgarh experimental station, on sugar factories and on Nepal frontier trade registration. Pamphlets were issued in vernacular on ground-nuts, American cotton and the prevention of smut. Monthly agricultural notes were communicated to the press. The Urdu agricultural journal raised its monthly circulation to 1,130 copies.

#### Shows.

136. The Mainpuri agricultural association held a successful show. Shows were also held at Parsehri, Hardoi, Kakora and at several fairs. An exhibition was held at Agra, and a show was organised on the occasion of the

Bareilly darbar. It was decided to hold a provincial exhibition in the winter of 1910-11 at Allahabad.

#### CIVIL VETERINARY DEPARTMENT.

137. Nine veterinary assistants were deputed to the Imperial bacteriological laboratories at Muktesar and Bareilly to study inoculation. A veterinary inspector was sent to the research institute at Pusa for instruction in entomology, and seven students were selected for training in the Bengal and Punjab veterinary colleges.

Education.

138. The reported mortality from contagious diseases decreased from 11,769 to 10,532 cases. Promptness and accuracy in reporting still left much to be desired. Arrangements were made for *patwaris* to report outbreaks at once to the nearest veterinary assistant. Equine diseases were comparatively inactive, but bovine diseases caused a wide mortality. Rinderpest attacked 34 districts, from which 6,662 deaths were reported. Preventive inoculation was carried out in 22 districts. Foot and mouth disease and anthrax were also very prevalent.

Diseases.

139. Stud bulls were maintained in 8 districts, and steps were taken to acquire land for an experimental farm for bull-rearing at Kheri. There were 48 provincial horse and pony stallions at the end of the year, the slight decrease from the number of the previous year being due to reduction of the budget grant. Two thousand two hundred and twenty-four mares were covered. There were 14 donkey stallions, which covered 412 mares.

Breeding.

140. The subordinate establishment numbered 109, an increase of two only on the previous year. Many district boards were forced by lack of means to forego their intention of entertaining an additional veterinary staff. This was regrettable, as the existing staff was inadequate to cope with a sudden and serious outbreak. The work of the subordinate staff was most satisfactory. The cost of the department was Rs. 60,324.

Establishment.

#### CO-OPERATIVE CREDIT SOCIETIES.

141. The staff of the department consisted of a registrar, assistant registrar and six inspectors. Excepting seed societies, each class of society increased during the year. The total number, in fact, nearly doubled, and the working capital rose from 21 $\frac{3}{4}$  to nearly 33 lakhs. Public interest in the co-operative movement showed a steady advance.

General.

142. The Budaun district bank was registered and classed with the two central societies at Fatehpur and Mainpuri. The object of these banks was to finance the local co-operative societies. Budaun bank had a working capital of Rs. 1,61,734 and financed 78 societies in the district. A dividend of 8 per cent. was declared on the first year's working. The Mainpuri bank increased its capital to nearly Rs. 24,000 and after paying a dividend of 6 $\frac{3}{4}$  per cent. trebled its reserve. The Fatehpur bank also flourished, local capital being freely invested.

Central socie-  
ties.

143. There were three classes of district banks, (1) banks dealing with shareholders and independent societies only, (2) those dealing with shareholders and affiliated societies only and (3) those dealing with shareholders, affiliated, and independent societies. Of the first class the Unao bank expanded most rapidly, the capital rising from 3 $\frac{1}{2}$  to 5 $\frac{1}{4}$  lakhs. The second class of banks was unimportant, as the formation of affiliated societies had been stopped. The third class included several local banks, whose capital expanded from Rs. 4,69,713 to Rs. 6,82,547. The banks at Hardoi, Sandila, and Fyzabad were particularly successful. The combined balance sheet of the 19 central and district banks on the 30th June 1909 showed a profit of Rs. 72,704. Outstanding arrears exceeded 15 per cent. of the demand in five banks only and were under 10 per cent. in ten banks. Considering the circumstances of the year, these figures were very satisfactory.

Urban socie-  
ties.

Small urban societies increased in number from 2 to 31. They included small associations of clerks, shoemakers, tanners, weavers, domestic servants and municipal menials.



## PRODUCTION AND DISTRIBUTION.

## Rural societies.

144. There were 317 rural societies, nearly double the number of the previous year. The purely Raiffeisen societies decreased except in the Allahabad and Benares divisions. The year's working clearly demonstrated the advantages of small compact associations, which strengthen the bond of co-operation and the sense of joint responsibility. The profit and loss account of the 305 rural cash societies showed a balance of Rs. 37,576 on the right side. Capital expanded satisfactorily, and the deposits of members increased from Rs. 65,677 to Rs. 1,08,047. Loans to members and repayments totalled over 13½ and 9½ lakhs respectively as against 7½ and 4½ lakhs in the previous year.

## 30—Weather and Crops.

(For details see the annual season and crop report for 1908-9, the resolution on the famine relief operations for 1908-9, and the tables appended to the agricultural statistics of British India).

## Character of the seasons.

145. By the third week of June 1908 sufficient rain had fallen in the hills, in the Gorakhpur and Rohilkhand divisions and in part of Fyzabad to give the autumn crop a fair start. Elsewhere the rains were slight, but early in July plentiful rain fell everywhere except in the north-eastern districts. In August the rainfall was again heavy except in the east and north-east, Bahraich and Sitapur suffering particularly. The monsoon practically ceased at the beginning of September in the Meerut, Agra and Rohilkhand divisions, but Benares, Gorakhpur and parts of Oudh and Allahabad received belated but most valuable rain at the close of September and early in October. In brief, the rain in the west was somewhat too heavy during July and August and too light in September, while in the east and north-east it was deficient throughout, especially for the rice crop.

The ground at the time of sowing the spring crop was generally too dry. November and December were almost rainless. In January the west and south-west received good rain, but in the eastern districts, Oudh and the Lower Doab the falls were insufficient. In February the rain was again ill-distributed. March was dry, but in April, the harvest month, there were abnormally heavy falls, varying from 2 to 4 inches. There was little frost; hailstorms, though numerous, came too early to do serious damage.

## Cultivated area.

146. The area cultivated during the year, 85½ million acres, was slightly above the normal and exceeded the area of 1907-8 by 9 per cent. The autumn and spring crop areas were respectively 4 per cent. above and 15 per cent. below normal. The extra hot weather crop area was again much above normal but the twice cropped area, owing to lack of moisture in October and November, was 26 per cent. below normal. The increase of the autumn crop area was due to the pressing need for replenishing the food supplies and it would have been still larger, if the rains in the districts where rice is a staple crop had been better. There was the same urgent need at the time of the spring crop sowing, but the dryness of the land and the epidemic of malaria curtailed the area of cultivation.

The principal variations in the areas of specific autumn crops were furnished by rice and sugarcane, which were about 20 and 7 per cent. respectively below normal, and by the small millets, *bajra*, maize and cotton, which varied from 64 to 21 per cent. above normal. Of the spring crops barley alone exceeded the normal area; all the other crops were considerably below normal.

## Irrigation.

147. The irrigated area fell off, as was to be expected, and was 13 per cent. below that of the previous year. In all, 10,030,821 acres were irrigated by wells, canals and reservoirs. Wells were the most important source of irrigation, watering 65 per cent. of the above area; the Government canals supplied water to 2,265,755 acres.

## Outturn.

148. The early food crops in the autumn harvest gave a very fair return, only 5 per cent. below normal. Sugarcane, sesamum and cotton yielded 75 per cent., while the outturn of late rice was only half that of a normal year. Maize and the small millets were good all over the country; so also were the two larger millets, *bajra* and *juar*, except in Muttra and one or two other districts. In fact save in Muttra and northern Oudh the autumn crop on the whole was fair.

The yield of the spring crop was better than in 1908, but compared unsatisfactorily with that of normal years. Wheat was not really good in any important tract, and was poor in seven districts. Barley was 15 per cent. below normal, and the yield of gram was only 80 per cent. of an average crop. Oil seeds were poor in three districts and moderate elsewhere. North Oudh again suffered from a bad harvest.

149. Prices at the beginning of the year were very high. Subsequently they fell considerably, but did not approach the normal level. Wheat in the Cawnpore market was 8·5 seers per rupee in July 1908 and 9 seers in June 1909, but the price of the cheapest food grains showed a more satisfactory fall. Barley at 11·7 seers was the cheapest grain in July 1908, but after that month the cheapest grain varied from 18·2 to 15·5 seers per rupee. An abnormal export of grain between October 1908 and the following March helped to keep prices high.

Prices.

150. The history of the famine of 1907-8 up to the end of September 1908 was sketched in last year's administration report. At the end of that month the early autumn crops had been harvested, and the need for famine relief was practically at an end. In the Nanpara and Bahraich tahsils, however, famine conditions again prevailed owing to the failure of the 1908 monsoon. Four quasi-test relief works were maintained from November with the aid of a special Government grant, and gratuitous relief was distributed from the Famine Charitable Relief fund. Declaration of scarcity was postponed by these measures till April 1st, 1909. Scarcity had also to be declared in January in a small part of Mirzapur and of the Family Domains of the Maharaja of Benares, again on March 1st in a small part of Basti, and on May 1st in the south-east and south-west of Garhwal. Relief measures were thus confined to a comparatively small area. The maximum number on relief was 37,118 on 22nd May 1909, a number which was rapidly reduced by the timely arrival of the monsoon. Garhwal was the last to close its relief works on 20th July, the Bahraich works having closed four days earlier. Gratuitous relief in Mirzapur and Bahraich continued till nearly the end of August. The number on gratuitous relief never exceeded 19,156, and the total expended was only Rs. 81,519. The incidence per unit relieved was much smaller than in the previous year, as grain was cheaper. The total expenditure of Government (excluding the recoverable portion of advances made for aided works) was roughly Rs. 2,86,000, for which sum 4,480,000 units were relieved for one day.

Famine condi-  
tions in 1908-  
1909.

### 31—Horticulture.

(For details see the annual reports on the horticultural gardens at Lucknow and the botanical gardens at Saharanpur for 1908-9.)

151. Many useful improvements were carried out in the Lucknow gardens. The flower garden was again enlarged to meet the increased demand for acclimatised seed, and a new nursery for roses was established. Malaria prostrated the garden staff in the autumn. The rainfall was satisfactory and the damage from frost small. Receipts totalled Rs. 16,402, a decrease due to the new policy of devoting the gardens to experimental work. The expenditure was Rs. 28,927.

Horticultural  
gardens.

152. The branch garden at Mussooree was given up in June 1908. The failure of the canal at a critical time caused considerable loss to the Saharanpur botanical gardens. The rains were unsatisfactory. New varieties of pear, plum, vine and blackberry were imported from Florida. Various experiments were also made with other fruit and vegetables. Net receipts amounted to Rs. 31,572 and expenditure to Rs. 31,452. The demand for gardeners trained in these gardens was again very large, as was also the case at Lucknow.

Botanical  
gardens.

### 32—Forests.

(For details see the annual report on the operations of the Forest Department for 1908-9.)

153. The total area of the reserved and leased forests was not materially altered. A little settlement work was done at Muktesar, in Garhwal and in the Kumann and Kheri divisions. Boundary pillars were repaired as usual.

Area and  
demarcation.

**PRODUC-  
TION AND  
DISTRIBU-  
TION.**

**Revenue.**

154. The total revenue for the year amounted to Rs. 21,41,025, showing a decrease of nearly 2 lakhs from the total of the previous year. This fall of income was almost entirely confined to the western circle, the decreases in the eastern circle and the district forests being unimportant. There was a large fall of nearly 1½ lakhs in the revenue from timber and more than half a lakh in the sale of bamboos: the receipts from fuel, minor produce and grazing rose slightly. The decrease in the revenue from timber occurred mainly in the Jaunsar division, where the auction sales coincided with a very depressed condition of the market. The expiry of the contract for the removal of refuse deodar in this division also contributed to the fall of revenue. The decrease under bamboos was due to a poor crop and to the market being already overstocked, and was especially noticeable in the Ganges division.

**Expenditure.**

155. The total expenditure of the year amounted to Rs. 12,09,594, an increase of nearly half a lakh on the expenditure of the previous year. There was no material change in the outlay on roads and buildings, which accounted for nearly seventy and ninety thousand rupees respectively. Over 1½ lakhs were spent on organization and improvement of forests, and 4½ lakhs on establishment. The surplus of revenue over expenditure amounted to 11·7 lakhs, a 43 per cent. surplus on the gross revenue.

**Outturn.**

156. The total outturn of timber and fuel exceeded 16 million cubic feet, but was a decrease of nearly 1½ million cubic feet on the outturn of the previous year. This was due to the low state of the timber market in consequence of the famine.

The manufacture of catechu was carried on in Kumaun, Pilibhit and Bahraich and resulted in a revenue of over Rs. 10,000. The turpentine and colophony industry continued to be worked profitably in the Naini Tal and Jaunsar divisions, the total outturn of crude resin amounting to 14,819 maunds in Naini Tal and 706 maunds in Jaunsar. There was a large stock of unsold crude resin, turpentine and colophony at the end of the year, which, coupled with the serious fall in the price of resin and the debiting of the whole capital expenditure to the expenses of the year, explains the small profit of Rs 7,160 realised in the two divisions. There were hopes that the Chunakhan quarries might prove capable of development on a large scale, but an examination of them by the Director-General of the Geological Survey proved that there was only sufficient limestone to continue the present output for another 12 years.

**Breaches of  
forest rules.**

157. Offences against forest laws were rather more numerous than usual. Out of a total of 2,544 offences, 435 were brought into court, 1,869 were disposed of under section 67 of the Indian Forest Act, and the balance remained undetected. Unauthorised felling or appropriation of wood was the commonest offence and constituted nearly three-fifths of the total number of offences. There were 142 cases of injury to forests by fire; of these 86 remained undetected and only 22 were taken into court. Illicit grazing was very common in the eastern circle.

**Fires.**

158. Fire protection this year met with much greater success than in the previous year. The protected area was extended by nearly 190,000 acres to a total of 2,041,740 acres at a cost of over ¾ of a lakh. The abnormally heavy rainfall of April 1909 and the early arrival of the monsoon considerably reduced the period during which the danger of fire is greatest. In the western circle only 8 per cent of the protected area was burnt, and in the eastern circle only 3·5 per cent. The total area burnt by malice slightly exceeded 5,000 acres. In Kheri two large fires, causing a loss of 9,332 acres, were due to sparks from railway engines, while in Pilibhit over 10,000 acres were burnt by the error of two fire watchers.

**Grazing.**

159. The aggregate income of the two circles from grazing and fodder amounted to nearly 1½ lakhs. A total of 10,277 square miles of forest was open to all animals for grazing throughout the year. This total includes protected, unclassified and leased forests as well as reserved forests. Of the latter only 577½ and 547 square miles in the eastern and western circles were open to grazing throughout the year. Some isolated cases occurred where the impounding of cattle trespassing in the reserves gave rise to ill feeling

between the villagers and the forest staff. Illicit grazing was particularly prevalent in Bahraich.

160. The expenditure on the district forests exceeded the revenue by nearly Rs. 19,000, the adverse balance being due to a large deficit in Almora. The total area under forests (9,070 square miles) was practically the same as in the past year. Some cultivated land on the Binaikdhura range was bought for re-afforestation. The demarcation of 161 miles of forest boundaries in the Naini Tal district was completed, and eight blocks of forest were experimentally demarcated in Almora. Important new roads were constructed in Garhwal and Almora to facilitate the export of forest produce, part of the work being done by famine labour. There was a large increase in prosecutions for illegal fellings, the figures being more than double the average of the past three years. There were 65 cases of injury by fire, fifty of which remained undetected. Free burning, unchecked grazing or drought almost entirely prevented natural reproduction in Almora and Garhwal, but in the Naini Tal closed blocks the natural reproduction of sal and other seedlings was promising. Programmes of improvements were being prepared in all three districts.

District  
forests.

161. New working plans were sanctioned for the closed forests of Pilibhit and the trans-Sarda Kheri forests. Investigations, made during the year as to the extent of the injury caused by the drought, suggest that the damage may not prove so great as was at first feared. The eastern circle suffered most severely, especially the cis-Sarda Kheri forests and Bahraich. The practicability of irrigation in the Kheri forests will be investigated. The damage from drought was mainly confined to the forests in the plains, where the trees with tap roots suffered from the fall in the level of the sub-soil water. The heavy rain of April 1909 revived many trees which were apparently dead. The year was good for natural reproduction, especially in the hills, and the large artificial sowings in both circles made good progress. The relations between the subordinate forest officials and the villagers on forest boundaries were, with a few exceptions, satisfactory.

General.

### 33—Mines and quarries.

(RETURN OF MINES, MINERALS AND GEMS.)

(For details see the annual report on the Mirzapur Stone Mahal for 1908-9 and the tables under head Mineral production, part I, Statistics of British India.)

162. No regular mines were worked in this province during the year; native workings produced iron worth Rs. 680 in Garhwal, and gold valued at Rs. 195 is reported to have been washed in Bijnor, Naini Tal and Garhwal.

Mines.

163. About 99,600 tons of sandstone valued at Rs. 1,82,870 were quarried at Chunar in the Mirzapur district and slate was quarried chiefly in Almora and Garhwal to the extent of 6,000 tons.

Quarries.

### 34—Manufactures.

(For details see the industrial and commercial statistics, parts I and II, Statistics of British India.)

164. Continued interest has been displayed by a large section of the public in the industrial development of the province, and various new enterprises have been planned: but the recent unfavourable seasons have reduced for the time being the amount of capital available for investment, and the actual number of new concerns opened during the year has not been great.

Industrial  
development.

Among the larger industries the tannery at Cawnpore, which was closed in the previous year, has resumed its operations. A second cotton mill was opened at Hathras in the Aligarh district, employing a daily average of nearly 300 persons, and a third is in course of construction in the same town. A large cotton mill is also being erected at Moradabad, mainly, as in the case of Hathras, with Indian capital. The short yield of cotton during the year led to a slight decline in the employment offered by cotton gins and presses.

The lac industry at Mirzapur was again prosperous this year and both the number of concerns and men employed in them have considerably increased. Of the two large sugar refineries erected in the vicinity of Cawnpore, the one at Gutiya worked with a daily average of 83 operatives during the year while the other at Unao could not be worked owing to the high prices of raw materials : a refinery is in process of erection near Allahabad, and similar enterprises are contemplated elsewhere.

On a more modest scale the number of small factories, using the processes of sugar manufacture introduced by Saiyid Muhammad Hadi Khan Bahadur, showed a marked increase. Six such factories were worked for the first time, and several others were equipped for the coming season.

Endeavours to promote the success of handloom weaving have continued. The Hewett Weaving School at Bara Banki has trained a large number of hands and introduced considerable improvement in processes, and similar work has been done on a more restricted scale by the smaller schools in the Saharanpur, Moradabad, Hardoi and Fyzabad districts. At present it seems probable that the main result of these schools will be the establishment of handloom weaving factories, a substantial number of these having been started during the year, principally in Bara Banki and Goakhpur.

The indigo industry continues to decline and more factories have been closed during the year.

### 35-Trade.

*(For details see the annual reports on inland and foreign trade for 1908-9, and the accounts of trade carried by rail and river in India.)*

#### INLAND TRADE.

Additions to  
the railway  
system

165. The only extension of the railway system was the Benares-Mirzapur Ghat branch of the Bengal and North-Western Railway, a small extension of 35½ miles.

External rail-  
borne traffic.

166. The volume of external rail-borne traffic diminished by 21 per cent and the value by 13 per cent. This was mainly due to the decrease of food imports owing to the cessation of the famine.

Imports.

167. The import trade declined by 241 lakhs of maunds in weight and by 707 lakhs of rupees in value. Calcutta, owing to the demand for sugar and Burma rice, was the only important external block which increased its exports to this province. The imports of coal and coke, except in three blocks, dropped considerably, the total under this head diminishing by 44 lakhs of maunds. There was a rise in the import of cotton goods as compared with the trade of the previous year, when there was a very heavy decrease. Imports of grain fell to 97 lakhs of maunds, a large decrease of 192 lakhs on the figures for 1907-8 but only slightly below the total for 1906-7. Imports of gunny bags, salt and spices rose, the trade in the two latter commodities being the largest on record. Unrefined sugar fell off, but the fall was more than counterbalanced by an increase of 366,760 maunds in the import of refined sugar.

Exports.

168. Exports rose slightly in weight by 20 lakhs of maunds, but owing to a decline of trade in the more costly articles were actually 114 lakhs of rupees less in value. The export of raw cotton fell owing to a decrease in the cotton area and an unfavourable season. Grain and pulse exports rose by nearly 61 lakhs of maunds, the rise being confined to the six months, October 1908 to March 1909. The trade in oilseeds fell off by 23¼ lakhs of maunds owing to a bad season. The total exports of sugar amounted to nearly 50 lakhs of maunds and exceeded the imports by 23 lakhs.

Trade of  
Cawnpore.

169. The trade of Cawnpore city decreased considerably. Imports dropped from 87 to 69, and exports from 43 to 34 lakhs of maunds.

Internal rail-  
borne traffic.

170. The internal rail-borne traffic slightly declined, the total trade being 216 compared with 224 lakhs of maunds in 1907-8.

River-borne  
trade.

171. The registration of river-borne traffic between Bengal and this province was discontinued from April 1908. The figures for the river trade between the United Provinces and Calcutta, a record of which is still maintained, showed during 1908-9 an increase in both imports and exports.

## FOREIGN TRADE.

172. The trade with Tibet, both imports and exports, was smaller than in any of the preceding four years. The total of imports and exports was 66,022 and 56,378 maunds respectively. The difficulties of transport across the Himalayan passes hinder any substantial extension of this trade. The fall in the chief imports was general, with the exception of borax, and the returns showed that Tibetan salt was rapidly being ousted by the cheap salt of the plains. There was a large decrease in the export of grain owing to the scarcity in Kumaun. Exports of sugar, tobacco, tea and cotton goods also decreased. The trade with Tibet was of little importance, comprising only 5 per cent. of the total foreign trade of this province.

Tibet.

173. The imports from Nepal (1,935,374 maunds) largely exceeded those of the two previous years, but were considerably below the figures for 1904-5 and 1905-6. Exports (369,224 maunds) on the other hand were smaller than in any year since 1904-5, though above the average for the last ten years. There was a large increase of grain imports into the Basti, Gorakhpur and Pilibhit districts, but a decrease in the other frontier districts. The total imports of grain rose by 490,445 maunds. The imports of oilseeds, fibrous products, gum, hides, skins and silver coins also rose, but clarified butter, spices, drugs, building materials and miscellaneous merchandise were imported in smaller quantities. Exports to Nepal, though they declined by 62,267 maunds in weight, rose by 2 $\frac{3}{10}$  lakhs in value owing to a larger export of cotton goods.

Nepal.

The Nepal Darbar was engaged during the year in revising the schedule of export and import duties. A special officer was appointed in this province to arrange the posts at which trade between the province and Nepal should be registered.

## 36—Buildings and Roads.

(For details see the annual administration report, Public Works Department, Buildings and Roads Branch, for 1908-9.)

174. THE revenue realized during the year amounted to Rs. 3,18,984, nearly the whole of which sum came under the head Provincial. The actual expenditure totalled Rs. 1,38,06,417. Imperial works cost Rs. 4,06,495, famine relief works Rs. 55,80,394, provincial works Rs. 48,82,564, excluded local Rs. 26,49,969, and contribution works Rs. 2,86,995.

Revenue and  
expenditure.

175. The currency office at Cawnpore was completed at a cost of a little over 3 $\frac{1}{2}$  lakhs. New buildings were constructed for the X-Ray institute at Dehra Dun and over sixteen thousand rupees were spent on further extensions of the bacteriological laboratory at Muktesar.

Imperial  
buildings.

176. Good progress was made with the new buildings for the agricultural college at Cawnpore. A scheme for irrigating the grounds of Government House at Naini Tal was completed, and a similar project, combined with an arrangement for fire protection, was begun at Government House, Lucknow. In pursuance of the recommendations of the Industrial Conference, a school of carpentry at Bareilly, a weaving school at Benares, and an industrial school at Gorakhpur were begun and nearly completed during the year, while the existing industrial school at Lucknow was enlarged. The construction of the Lucknow school of design was also begun and the college buildings at Roorkee were extended. Three important school buildings were commenced at Meerut, Basti and Rae Bareilly.

Provincial  
and local  
buildings.

The new civil hospital at Allahabad was completed except for the installation of electric light and fans. The construction of the medical college and hospital at Lucknow was awaiting the Secretary of State's sanction, but the preliminary preparation of the site was finished. The revised estimates for the building were submitted in January 1909 to the Government of India.

The west face of the eastern false gate at Sikandra was restored; the balance of funds available for archaeological work was expended on the museum at Sarnath.

**PRODUCTION AND DISTRIBUTION.**

**Communications.**

177. Special attention was given during the year to the improvement of road communications. Progress with local roads was retarded somewhat by their dependency on the state of local board finances. Two lakhs were added to the grant for the maintenance of existing provincial roads, as the grant in previous years had been found insufficient. Parts of the unmetalled portions of the chain of local roads between Lucknow and Benares were metalled, this route being the most important of several through-routes, which were incompletely metalled and which Government proposes to metal throughout, as provincial roads. Bridges were built on the Brindaban-Nojhil road in Muttra district, over the Choya Nala on the Meerut-Bulandshahr road, over the Katna river at Maholi, and over the river Gumti at Bargadiaghat. Important work on roads was also begun or completed in Lucknow city and in the Etawah, Allahabad, Banda and Hamirpur districts.

**Mileage.**

178. The total mileage of roads maintained during the year was as follows :—Metalled roads maintained by the Public Works department 6,375 miles ; metalled roads maintained by the local authorities 10 ; unmetalled roads maintained by the Public Works department 1,430 ; unmetalled roads maintained by the local authorities 24,957.

Two hundred and fifteen miles of new metalled roads were constructed during the year.

**Famine Works.**

179. Some 1,430 miles of roadway were raised by famine labour during this and the previous year. The subject was dealt with in the section on famine relief in last year's administration report.

**Navigation works.**

180. Navigation training works on the Ganges were carried out in five districts. In the Allahabad district the channel was demarcated for boats, and shallows were deepened along the 21 miles between Dunduma and Allahabad Fort. The 250 miles of the Ganges in the Benares division were sounded after the rains, and the navigable channel was marked out with buoys. Flags were posted to warn boatmen against snags, reefs and other obstacles. There was the usual heavy boat traffic between Mirzapur and Benares, and steamers again plied as high as Buxar. The year's expenditure on navigation works was Rs. 8,326.

**Arboricultural operations.**

181. One thousand seven hundred and eleven miles of avenue were maintained during the year. Seventy miles of new avenue were made, and nearly thirty thousand trees were planted. Receipts totalled Rs. 18,506 and expenses Rs. 53,526.

**Roorkee Workshops.**

182. The total value of work done during the year amounted to Rs. 3,65,037. The greater part of the work was done for Government departments, especially the Public Works department. The value of work done for private persons was only Rs. 20,760. The gross revenue of the year was Rs. 84,146, while the cost of establishment and upkeep amounted to Rs. 54,601. The net revenue was therefore not quite thirty thousand rupees.

**Private works.**

183. The expenditure by private persons on works of public utility (mainly wells, tanks, schools and rest houses) amounted to Rs. 2,79,090 during the year.

**37—Canals.**

**Outlay and construction.**

184. The total capital expenditure during the year was Rs. 25,81,252, of which 18 lakhs were spent on protective, nearly 5½ lakhs on productive and nearly 2½ lakhs on minor and agricultural works. Protective works were carried out on the Betwa, Ken, Dhassan and Belan canals. The earthwork of this last canal was begun in April as a famine relief work ; the estimate for the scheme still awaited the sanction of the Government of India.

The expenditure on productive works was incurred principally on remodelling or extending existing channels. The Fatehpur-Sikri distributary extension was nearly completed.

Among minor and agricultural works, the Pahuj-Garhman canal made good progress. Several tanks in Bundelkhand were restored and schemes were prepared for drainage works in Hardoi. A large number of field embankment projects were prepared for the agricultural improvement of the Mirzapur, Jhansi, Hamirpur, Jalaun and Banda districts. In the Bara tahsil of Allahabad several big embankments were constructed by famine labour.

The total length of channels in operation at the close of the year was 14,581 miles, an increase of 222 miles.

185. A Sarda survey division was constituted to prepare the final surveys and estimates for the Sarda-Ganges feeder. A second division investigated the practicability of canals from the Gandak and Rapti rivers for the irrigation of the Gorakhpur, Basti and Bahraich districts. A third division was formed to study the improvement of tanks and embankments in the Sultanpur district, the drainage of the Fyzabad district and the question of pumping water for irrigation from *jheels* and streams. Surveys were also in progress for two large reservoirs at Chench and Bawar in the Jhansi district, for the upper storage site of the Belan canal and for the Ghaghar canal scheme.

Surveys.

186. The revenue of the year under report consisted of the collections on the spring crop irrigation for 1907-8 and on the autumn crop irrigation of 1908. The gross revenue amounted to Rs. 1,14,30,311, a decrease of over two lakhs from the previous year. The working expenses totalled Rs. 38,53,147, and the net revenue Rs. 75,77,164. The net profit after deducting interest charges slightly exceeded 43 lakhs.

Financial  
results.

187. Under the operation of the provincial contract the net profits from direct revenue accruing to this province, after deducting nearly 29½ lakhs of interest payable to the Government of India and the capital outlay on minor works, amounted to Rs. 25,28,999. The reduction of the occupiers' rate on sugarcane, introduced from April 1908, caused a loss of nearly 5 lakhs revenue from productive works.

Provincial  
contract.

188. Assessments amounted to Rs. 1,09,70,298, a decrease from the previous year, but more than 5½ lakhs above the average of the previous nine years.

Assessments.

### 38—Irrigation.

189. The effect of the famine continued until the monsoon of 1908. The area irrigated was 2,784,200 acres as compared with 3,472,017 in 1907-8. Irrigation of the autumn harvest was restricted at first by inadequate supplies when the demand was urgent, and subsequently by the favourable monsoon rainfall. The requirements for the spring crops also diminished, because the area actually sown was considerably curtailed by the epidemic of malaria, which paralysed the energy of the cultivators. There was a very satisfactory diminution of remissions on account of damage to crops from short supplies, the previous year's total of 2½ lakhs falling this year to Rs. 25,397.

Irrigated  
area.

190. The value of crops raised by canal water was estimated at over 14 crores of rupees. The principal crops irrigated were as follows :—Sugarcane 264,991 acres ; rice 167,496 ; cotton 368,043 ; wheat 736,207 ; barley 118,630 ; gram 71,488, and miscellaneous cold weather food grains 558,465. The total area of irrigated crops, though considerably less than in the previous year, slightly exceeded the average for the past nine years.

Crops irrigated.



## CHAPTER V.—REVENUE AND FINANCE.

### (a).—IMPERIAL REVENUE AND FINANCE.

#### 39—Gross Revenue.

[For details see the accounts of 1908-9 and the tables under head "Finance and Revenue" parts IV (a) and (b), *Statistics of British India*.]

#### Imperial revenue.

191. The imperial share of the gross revenue amounted to Rs. 4,26,22,414. The corresponding figures for the two preceding years, 1907-8 and 1906-7, were Rs. 4,58,84,840 and Rs. 5,54,96,702 respectively.

#### 40—Land Revenue.

#### Land revenue.

192. The gross land revenue realised in the financial year was Rs. 6,56,49,607, of which the imperial share was Rs. 3,00,75,509.

#### 41—Canal Revenue.

#### Canal revenue.

193. Under the operation of the provincial contract the Local Government retained the direct revenue from all the major productive and minor works, paid interest on their capital cost and met all expenditure on improvements and maintenance. The entire revenue from protective works accrued to the Imperial Government and amounted this year to Rs. 1,25,273.

#### 42—Excise.

[For details see the annual report on the administration of excise for 1908-9 and the tables under head "Finance and Revenue" part IV (b) *Statistics of British India*.]

#### Receipts.

194. The real receipts of the year again showed a decrease, falling by six lakhs to Rs. 88,92,638. This result was mainly due to the general effects of the famine, also during the latter half of the year to the abnormal prevalence of malaria; but apart from these special causes the administrative measures to control consumption have undoubtedly been a large factor in the steady decline since 1904 of revenue from outstills and from duty on distillery liquor—the two sub-heads responsible for the annual decrease of the excise receipts.

#### Collections.

195. Excluding a sum of nearly half a lakh written off as irrecoverable, the uncollected balance at the end of the year amounted to  $1\frac{7}{10}$  lakhs or 3 per cent. of the gross demand. Half of this sum was due from defaulting drug contractors and was anticipated to be for the most part irrecoverable.

#### Country spirit.

196. The number of shops for the sale of country spirit under the distillery system was reduced from 4,574 to 4,358, of outstill shops from 914 to 812 and of *tari* shops from 3,632 to 3,091. License fees amounted to practically the same sum as in the previous year. The steady decrease in the consumption of country spirit was again noticeable, the total for the year (957,718 proof gallons) being over one hundred and sixty seven thousand gallons less than in 1907-8. This decrease was general, except in Bahraich and the Gorakhpur division. The duty on distillery liquor fell from 35½ to less than 30 lakhs, and the total receipts from ordinary country spirit diminished by more than six lakhs. The incidence of taxation per L. P. gallon in the areas under the distillery system rose to Rs. 4-13-0. No change was made in the rate of duty, but enhancements were sanctioned with effect from April 1909 in seven large towns and a few districts or parts of districts.

The price of *shira* (waste molasses) was very high owing to a poor sugarcane crop, while the supply of *mahuca* (*bassia latifolia*), owing to a bad outturn and to the use of it as an article of food, was so short that it actually exceeded *shira* in price and had to be supplemented therewith by the European distillers at Lucknow and Cawnpore. With a view to discouraging the taste for strong spirit, issues at L. P. strength were discontinued and issues at a

strength of 50° U. P. were introduced. Excluding the figures for Cawnpore and three other towns, where dilution by vendors was prohibited, the issues of 50° U. P. liquor were extremely small, but no deduction can be made as to the strength of the liquor actually sold at shops, because licensees, in order to save cost of transport, would naturally buy the 25° U. P. spirit and dilute it themselves. Under the contract system fixed sale strengths were to be enforced from April 1909.

197. The outstill area was again reduced by the conversion of the outstill tract in Bijnor, Moradabad, Bareilly and the Naini Tal Talai to the distillery system. This replacement of outstills was carried out in concert with His Highness the Nawab of Rampur, who established a central distillery at Rampur and abandoned the outstill system. The whole of Gorakhpur and Pilibhit, excepting small tracts on the Nepalese frontier, was also brought under the distillery system. Outstill area.

198. The revenue from hemp drugs slightly decreased, a rise in fees being more than counterbalanced by a loss of duty. The present system of large farms, comprising whole districts, was found to give rise to various administrative difficulties, notably the artificial inflation of prices by monopolists, the consequent increase of illicit trading, and the risk of serious loss to Government in the event of default on the part of these large contractors. This danger proved a reality in Bareilly, Bijnor and Kheri, where Government suffered losses of 7, 50 and 31 per cent. respectively on resales due to defaulting contractors. Hemp drugs.

199. There was a slight increase in the revenue from opium. This was due to a rise of fees in five districts, but the result of this rise was a large enhancement of retail prices, which checked consumption and caused a loss of duty. The total consumption of opium fell by 4,320 to 63,811 seers. The system of district contracts was not very successful and will be discontinued. Opium.

Several important cases of opium smuggling were detected; in one case 75 seers of factory opium which were being smuggled to Calcutta were detected at Lucknow.

200. There was an increase of 10 per cent. in the receipts from *tari* and *sendhi*. The number of shops has been annually reduced since 1904-5 and fell this year to 3,091. Tari and sendhi  
(sap of palmyra  
and date palms).

201. Prosecutions under the Excise Act fell from 1,015 to 854 in number. There was a remarkable decrease of nearly 100 cases of illicit manufacture, due to the preventive action of the increased excise staff. Twelve cases of illicit distillation were detected during the *Holi* festival in the Allahabad district. There were several cases of illicit sale of *charas*, especially in Cawnpore. A large consignment of *bhang* was detected on its way by rail from Nepal under the guise of cattle fodder. The enormous profits attached to the illicit sale of cocaine continued to prove a serious incentive to smuggling. Convictions were obtained in 38 cases as against 41 in the previous year. The cocaine habit was especially prevalent in Saharanpur and Benares. Prosecutions.

Rewards decreased from Rs. 8,667 to Rs. 6,065, owing partly to the decrease of cases and partly to excise inspectors being considered ineligible for rewards.

202. Preparations were made during the year for the introduction of the contract system of supply of country spirit, the most important of the changes recommended by the Excise Committee, which came into effect from April 1909 in about one-third of the province. In connection with this system, the excise staff was increased by 3 assistant commissioners, 50 inspectors and 125 peons. Local committees were appointed in towns of over 20,000 inhabitants to submit recommendations for the maximum and minimum number of excise shops within their respective areas, and to advise the Collector regarding the location of shops. General.

#### 43—Stamps.

[For details see the annual report on the stamp returns for 1908-9 and the tables under head "Stamps" part IV (b) Statistics of British India.]

203. The gross receipts amounted to Rs. 99,83,699, a total which is the highest on record and exceeds that of the previous year by more than 2½ lakhs. Receipts and  
charges.

**Chapter V.  
REVENUE  
AND  
FINANCE.**

32 UNITED PROVINCES OF AGRA AND OUDH ADMINISTRATION REPORT. [1908-1909.]

**Judicial stamps.**

The charges, excluding discount on account of sale of stamps, were nearly 1½ lakhs.

204. The sale of Court-fee stamps amounted to 72½ lakhs, an excess of 4½ lakhs over the total of 1907-8. The increase was general in all divisions, except Allahabad, and was due partly to the recent ruling of the Privy Council, which fixed 12 instead of 60 years as the period of limitation in certain mortgage suits. It appears however, that some general cause has been at work in recent years to force up receipts under this head. Ordinarily these receipts decline in times of scarcity and there was a falling off in the last six months of 1907-8 and the first six months of 1908-9, but the figures of each complete year have shown a large advance on the figures of its predecessor. There was a decrease of half a lakh in the sale of stamps for copies.

**Non-judicial stamps.**

205. The receipts from non-judicial stamps fell by nearly 1½ lakhs. A decrease, under this head appears in fact to be an ordinary concomitant of scarcity; but both the fall in 1908-9 and the subsequent recovery (in 1909-10) were much more marked than in the famine of 1896-7. A moderate decrease under stamps on bills of exchange was due to slackness of trade and a larger use of the money order system.

**General.**

206. The office of Commissioner of Stamps was abolished in this province with effect from March 1909, and the administration was transferred to the Board of Revenue.

**44—Assessed Taxes.**

[For details see the annual income tax returns of the province for 1908-9 and the tables under head *Income Tax, Part IV (b), Statistics of British India.*]

**Income tax.**

207. The income tax is the only assessed tax in the province. The net receipts for the year amounted to Rs. 22,39,189 and exceeded the total for the previous year by over half a lakh of rupees. The revenue from this tax has risen slowly but steadily in recent years and this year exceeded the revenue of 1904-5 by more than two lakhs. The rise in the year under report was due to increased assessments on profits of companies and on salaries paid by Government and other public bodies. The difference between the original and final demands, a difference of more than one lakh, was this year unusually large. The average incidence of the tax per head of the population in the 17 largest cities of the province was six annas. The number of appeals and objections again increased considerably, but there was a decrease in the percentage of successful appeals. Writs of demand (5,191) were considerably more than double the total of the previous year, and other coercive processes (1,191) showed a similar increase. The outstanding balance at the end of the year was Rs. 6,822.

**45—Any other taxes levied for imperial purposes.**

**Other taxes.**

208. Customs yielded Rs. 1,71,617 to the Imperial Revenues as against Rs. 1,51,000 in the previous year.

**46—Forests.**

**Forests.**

209. The imperial share of the revenue from forests was one half and amounted to Rs. 10,87,703.

**47—Provincial Revenues.**

(For details see the Government resolution on the provincial revenues and incorporated local funds of 1908-9.)

**Financial Settlement.**

210. The terms of the financial settlement made with the Government of India in 1904-5 proved to be insufficiently liberal to meet the requirements of the province, and a new settlement, which has since been confirmed, was therefore provisionally introduced with effect from April 1908. The provincial share of the divided portion of the land revenue receipts was raised from ¼ to ⅓, and the Local Government was guaranteed a minimum of 240 lakhs under this head. At the same time the Local Government was made

responsible for the whole of the establishment charges under this head. The provincial share of registration receipts was raised from one-quarter to the whole, and of excise, assessed taxes and forest receipts from one-fourth to one-half. The guarantee of a minimum net income from irrigation, major works, was also increased. On the other hand, provincial revenues had to bear a much larger share of the expenditure under various heads, and a smaller assignment was given from imperial revenues. Unfortunately, however, conditions were so abnormal that the figures of the year under review afford no indication of the working of the new arrangements.

211. This year the receipts and charges of district boards and the Oudh rural police fund were excluded from the provincial accounts, while the accounts of the Ganges river toll and inland labour transport were for the first time incorporated. These changes have relieved the Government accounts of unnecessary figures and made possible a simplification of the budgets and accounts of the local funds, which have been excluded. Changes of System.

212. The extended effects of the famine were mainly responsible for a great difference between the actuals and the estimates of the year under report. This divergence was so great as to necessitate largely increased assignments, amounting to Rs. 70,41,000, from the imperial revenues in order to bring the provincial balance up to the prescribed minimum of 20 lakhs. The financial position of the year is shown in the following table, which includes debt transactions. Figures indicative of money, when used without the prefix "Rs.", refer to thousands of rupees :— Financial position.

	1907-8.	1908-9.	Difference.
Opening balance ...	55,87	20,00	—35,87
Receipts ...	4,71,55	6,33,64	+1,62,09
Expenditure ...	5,07,42	6,23,64	+1,16,22
Closing balance ...	20,00	30,00	+10,00

In the previous year assignments of 41,17 from imperial revenues had been necessary to bring the closing balance up to the minimum of 20,00, whereas the balance of 30,00 in the year under review was due to assignments which exceeded those of 1907-8 by nearly 30,00. Furthermore the contrast between the figures for the two years is deceptive, because they show the results under two different settlements. Had the new settlement been in force in the former year, the actual increase in 1908-9 would have been 58,76 under receipts and 69,83 under charges.

213. The net total of imperial assignments exceeded that of 1907-8 by 3,49. Besides the large assignment of 70,41, mentioned above, the Local Government received an addition of 9,89 in the fixed adjusting entry under the new settlement, a new grant of 5,00 for sanitation, 10,00 as an initial grant-in-aid towards the Medical College, Lucknow, 2,30 for construction of tanks in Bundelkhand and 2,35 to cover the bonus of one week's pay given on January 1st, 1909. On the other hand out of the assignments, which had been made in the previous year, a certain number, totalling in value 53,16 net were not repeated in the year under review, as the expenditure which they were designed to cover had been included in the standard of expenditure on which the new settlement was based. Assignments from imperial revenues.

214. Excluding assignments, the provincial revenue showed the following important increases and decreases. The figures for 1907-8 adopted for the purposes of this comparison are not the actuals but the amounts, which would have been received, if the new settlement had then been in force :— Receipts.

	Increases. Decreases.	
Land Revenue ...	48,62	...
Stamps ...	1,17	...
Provincial rates ...	71	...
Assessed taxes ...	85	...
Interest ...	7,01	...
Courts of law ...	48	...
Education ...	46	...
Irrigation minor works ...	40	...
Civil works ...	38	...
Excise ...	...	1,87
Forests ...	...	1,16
Jails ...	...	25
Irrigation major works ...	...	1,45

The large increases in land revenue and provincial rates are explained by the collection of suspended dues. The increase in interest was due to the large agricultural advances made during the famine. Educational receipts were increased by a larger profit from the photo-mechanical department of the Roorkee Engineering College and by higher fees from Government schools. Other variations have for the most part been commented on and explained in the appropriate sections of this report.

Expenditure.

215. The following are the most important differences responsible for the actual increase of 69,83 in provincial expenditure. The increases and decreases have reference to a comparison with the figures of 1907-8, calculated on the same principle as in the preceding table:—

			<i>Increases.</i>	<i>Decreases.</i>
Refunds	...	...	66	...
Land revenue	...	...	1,26	...
Interest	...	...	3,61	...
General administration	...	...	34	...
Courts of law	...	...	2,37	...
Jails	...	...	4,09	...
Police	...	...	4,61	...
Education	...	...	1,12	...
Medical	...	...	6,51	...
Scientific	...	...	95	...
Pensions	...	...	80	...
Miscellaneous	...	...	12,31	...
Famine relief (civil head)	...	...	32,27	...
Irrigation (interest on debt)	...	...	37	...
Departmental major works	...	...	73	...
Departmental minor works	...	...	1,26	...
Civil works civil head	...	...	1,04	...
Stationery	...	...	...	1,25
Departmental civil works	...	...	...	2,39
Contributions	...	...	...	95

The equilibrium of the provincial finances was this year upset even more disastrously than in 1907-8 by the effects of the famine. The actual cost of famine relief rose by 32½ lakhs of rupees, and the majority of the increases under other charges can be explained directly or indirectly by the scarcity. The increase, however, under the head "Courts of law" was mainly caused by the appointment of an additional High Court Judge and by the creation of a number of temporary additional courts. The rise in educational charges was due, among other causes, to the appointment of an additional inspector of schools, larger grants-in-aid and a special outlay on the provision of science classes in connection with the school-leaving certificate. These two heads of expenditure, together with the heads scientific and minor departments, pensions, irrigation works and interest on irrigation debt, were the only charges the increase in which was not materially due to the famine. The expenditure on police was enhanced not only by the payment of compensation allowances for the dearness of food grains, but also, among other causes, by a revision of the Criminal Intelligence Department and by the adoption of reforms recommended by the Police Commission. The rise of 6,51 under the head "Medical" was due chiefly to the increased expenditure on plague and against the new assignment of 5 lakhs for sanitary purposes, but a part of it was on account of medicines supplied to hospitals on relief works and of free distribution of quinine in malarial tracts and was therefore the indirect result of scarcity.

Provincial  
Budget.

216. The actual receipts and charges compare thus with the budget estimates of the year—

		<i>Budget.</i>	<i>Actuals.</i>
Opening balance	...	20,00	20,02
Income	...	5,66,63	6,33,62
Expenditure	...	5,86,68	6,23,64
Closing balance	...	Nil.	30,00

The large special assignments, made by the Government of India, explain the closing balance of 30,00, which was not anticipated in the budget. If these assignments be excluded, the actual deficit for the year would be 33,74 more than the deficit estimated in the budget. The chief variations

in revenue between the budget and the actuals were excesses amounting to 16,04 in land revenue, stamps, assessed taxes, registration, courts of law, stationery, miscellaneous income, minor canals and departmental civil works, and deficiencies amounting to 13,54 in excise, forests, interest, education and major canals. For the most part these variations are explained by the same reasons that caused the variations between the revenues of 1907-8 and 1908-9, but the large excess of 10,71 in land revenue was due to an unexpectedly good collection of arrears.

The prolongation of famine relief for a longer period than was anticipated accounts for nearly one-third of the excess (36,96) of actuals over the budgeted expenditure. Other important increases of expenditure, which contributed to this excess, were refunds, land revenue, interest, general administration, courts of law, jails, police, medical and miscellaneous charges. These differences were, with few exceptions, caused by the famine, either directly in connection with famine relief or indirectly in forms such as extra-dietary charges or compensation allowances for dearness of food grains. In addition to the above causes, the bonus of one week's pay, sanctioned for Government servants drawing Rs. 50 or under, was responsible for an excess of 2,35.

#### 48—Local Revenues.

*(For details see the accounts of excluded local funds and the review of the local and districts boards for 1908-9.)*

217. The opening balance of excluded local funds was Rs. 22,05,731. Receipts amounted to over 184½ lakhs and expenses to Rs. 1,61,17,097. The closing balance was Rs. 45,42,477. The inclusion of district and Oudh rural police funds for the first time nearly trebled the receipts of the previous year, increased the total charges by 95½ lakhs and more than doubled the closing balance.

The principal sub-heads were district, municipal, cantonment, Oudh rural police, and "town and bazar" funds. The finances of municipalities and district boards are dealt with elsewhere in this report. The income and expenditure of cantonment funds did not differ materially from that of the previous year; receipts rose by nearly thirty thousand rupees and expenses by more than half a lakh. The closing balance was Rs. 3,07,463. The income pertaining to "town and bazar" funds fell by Rs. 55,000, while the expenses also decreased by nearly Rs. 80,000, leaving a closing balance of Rs. 93,714. The receipts of the Oudh rural police fund were Rs. 15,41,531, the charges Rs. 10,39,998 and the closing balance slightly in excess of five lakhs.

#### 49—Municipal Funds.

*(For details see the review of municipal administration for 1908-9.)*

218. The opening balance of the municipal funds was Rs. 16,95,473. Receipts amounted to Rs. 50,53,332, and disbursements to Rs. 50,69,231. The closing balance was nearly 16¼ lakhs. Receipts approximated to the original budget estimate, but charges exceeded the estimate by 3¾ lakhs. The income showed an improvement of nearly three lakhs over that of the previous year.

## CHAPTER VI.—VITAL STATISTICS AND MEDICAL SERVICES.

### 50—Details of Census.

(See under Chapter I of the report for 1901-2 for details of the last census.)

### 51—Births and Deaths.

(For details see the annual report of the Sanitary Commissioner and the tables under Vital Statistics, part V, Statistics of British India.)

#### Births.

219. The number of births recorded in 1908 was 1,786,702 against 1,963,963 in the preceding year. The ratio of births per thousand of the population for the year under report was 37·46, an abnormally low rate, which compares unfavourably with the average ratio of 43·09 for the quinquennium 1903-07. Scarcity, high prices and disease were the chief reasons for this decline. The proportion of male to female births was 109 to 100, a trifling variation from the proportion of the previous year. In 1907 twenty-three districts recorded birth rates in excess of death rates, but in 1908 this number fell to eight. The highest birth rate was in Jhansi, 61·28 per mille, and the lowest, 25·12, in Dehra Dun. The birth rate in municipalities fell from 38·19 per mille to 36·52, the average for the last quinquennium 1903-07 being 40. Mau-Ranipur in the Jhansi district had the highest rate, and Mussooree once more the lowest.

#### Deaths.

220. The death rate was the highest ever recorded in this province, since registration on modern lines was introduced. The mortality amounted to 2,514,761, and the death rate, which was 52·73, exceeded the birth rate by 15·27. It was remarkable that the previous highest record of mortality, 44·81 in the year 1879, was also mainly due to a violent epidemic of malarial fever. A comparison with the mortality in other provinces shows that, with the exception of the Punjab (50·7), where malaria was also very prevalent, the ratio of deaths nowhere approached the high figures of this province. Twenty-five districts reported death rates above the provincial mean, Budaun and Muttra heading the list with ratios of 78·02 and 76·98. Malaria was exceptionally prevalent in both districts, but in the former district cholera and small-pox also swelled the mortality. Ballia (27·71), the district in the province which has suffered most from plague in the last few years, returned the lowest ratio of deaths and the lowest mortality from malaria. The mortality in municipalities has already been discussed in chapter III. The ratio, though abnormally high and considerably in excess of the birth rate, was slightly lower than that of the whole province, because municipalities suffered less severely from malaria than rural tracts and escaped the heavy toll usually levied by plague. Excluding the municipalities in hill-stations, where the circumstances are peculiar, Jaunpur showed the lowest mortality with a ratio of 18·63.

The mortality among infants, like that among adults, was the highest ever recorded, being 345 per mille against 253 in 1907. The average rate in this province for the decennial period 1891-1900 was 229, and even this latter figure is nearly double the infant death rate of 1907 in England. In addition to the usual causes of infant mortality, such as the ignorance and immaturity of mothers, insanitary surroundings and resultant diseases, there were in the year under report abnormal outbreaks of measles and malaria. The whole question was carefully discussed by the Sanitary Conference at Naini Tal in September 1908, and it is to be hoped that the adoption of such of the recommendations made by the conference as are feasible will greatly reduce the lamentably high death rate of infants.

#### Registration of vital statistics.

221. The Deputy Sanitary Commissioners tested nearly 6,000 entries and discovered over six hundred omissions. In all 10,674 deaths were verified by medical practitioners, while the local authorities tested 284,762 births and 306,114 deaths, a slight decrease from the total of the previous year. The percentage of omissions found was about 3½. Testings by vaccinators increased by over 50,000 to a total of 666,558.

#### Cholera.

222. Cholera accounted for 83,544 deaths, an increase of more than sixty-one thousand over the corresponding total of the previous year. The death rate was however only slightly in excess of the quinquennial average and

may be considered satisfactory in view of the fact that large numbers of people were assembled at famine relief works—a condition of things which was found in the famine of 1896-7 to be most favourable to cholera. The very small mortality from this disease on relief works was due to the careful safeguarding of the water supply and insistence on sanitary precautions. The district death rate from cholera was highest in Kheri (7·54), Garhwal and Pilibhit, while among towns Nanpara headed the list with a rate of 12·45.

223. The mortality from small-pox rose from 22,645 to nearly 60,000, a death rate of 1·26 as against the quinquennial average of ·29. This disease is always prevalent in dry years owing to the dust, which carries the infection. Relief works again are noticeable for comparative immunity, as in the case of cholera, the total of deaths from small-pox in relief works and poor-houses being very insignificant. Mubarakpur in Azamgarh and Amroha in Moradabad were the towns in which this disease caused the greatest mortality. **Small-pox.**

224. The mortality from plague was the lowest recorded since 1902, when deaths from this cause were first separately registered. The number of deaths was 22,878, and the death rate ·48, as against 181,021 and 3·79, the respective averages of the previous six years. The decrease in plague followed the institution in the autumn of 1907 of a special campaign to stamp out the disease or prevent it from spreading from places where it breaks out. Muttra heads the list of districts and Hathras the list of towns with respective ratios of 3·26 and 15·81 deaths per mille. The mortality of urban areas was ·70 and that of rural tracts ·46 against 14½ and 6½ respectively in 1907. **Plague.**

225. Fever in its various forms was responsible for an unprecedentedly large number of deaths, the total being nearly two millions and the death rate 41·31 or one in every 24 of the population. The nearest approach to this record was in 1879, when the death rate was 37·82. It should however be noted that the returns doubtless include, besides the mortality from fever, deaths from several forms of diseases accompanied by fever. The epidemic was most severe from September to December, when the rate of mortality was nearly 24 per mille. It was noticeable that the districts, which had suffered most seriously from famine, were not as a rule severely attacked by fever, and the same comparative immunity occurred in most jails. But in some districts about 80 per cent. of the population was prostrated, rich and poor alike failing to escape. Labour came almost to a standstill both in town and country at a time particularly critical for the agriculturist. **Fever.**

Quinine was distributed free to the extent of 7,000 lbs., and nearly 2½ million powders were sold through the agency of post offices, vaccinators and landlords. Two officers of the Indian Medical Service were deputed to inquire into the prevalence of malaria in this province, with especial reference to the most malarious tracts. Their inquiries were still in progress at the end of the year under report.

226. There was an outbreak of enteric fever at Naini Tal, the summer headquarters of the Government. A special inquiry was made which led to proposals for the improvement of the water-supply and sanitation of the settlement. Dysentery and diarrhoea were responsible for nearly 20,000 deaths during the year, a total slightly less than in 1907. Garhwal and Almora suffered most severely. About the same number of deaths was also reported as due to respiratory diseases, the death rate being slightly below the quinquennial average of ·46. **Other diseases.**

227. Deaths from injuries numbered 27,027 against 23,756 in 1907. Suicides also increased considerably to 3,320, the proportion of male to female suicides being nearly one to three. Snakes and wild beasts were reported to have caused 5,272 deaths as against 5,475 in 1907. **Injuries.**

228. The number of deaths from "all other causes" amounted to 311,135. This total, which exceeds that of 1907 by more than 30,000, was largely swollen by measles, which claimed over eighty-seven thousand victims. **All other causes.**



VITAL STATISTICS  
AND  
MEDICAL  
SERVICES.

## 52—Emigration and Immigration.

(For details see the annual reports on the working in the United Provinces of the Assam Labour and Emigration Act of 1901 for 1908-9, re emigration from the port of Calcutta to British and foreign colonies for 1908 and the tables under head Emigration, part V, Statistics of British India.)

Inland emi-  
gration.

229. Recruitment of labourers under Chapter IV of the Assam Labour and Emigration Act took place in the same districts as during the previous year. There were 817 emigrants from Ghazipur, 95 from Basti, 33 from Azamgarh and 15 from Ailahabad. In all 960 persons, of whom 419 were males, 299 females and 242 dependants, were sent out to the labour districts, a large fall from 2,651, the total of the previous year. Eighty-nine labourers in Basti were recruited under the provisions of Chapter V of the above Act.

The decrease in the number of recruits was due to the absence of the stimulus provided by famine in the previous year; also to the fact that many persons now emigrate direct to the labour districts without resorting to the medium of the local agents.

Foreign emi-  
gration.

230. The United Provinces provided 15,440 emigrants to the colonies, 87 per cent. of the total number of emigrants from British India, a large increase on the corresponding figure in the previous year.

Fyzabad (3,920), Basti (2,788) and Gonda (2,032) furnished the largest number of emigrants, while most went to Fiji, Demerara, Trinidad and Surinam.

## Immigration.

231. There are no statistics.

## 53—Medical Relief.

(For details see the annual report on the administration of Civil Hospitals for 1908, and the table under head Hospitals, part V, Statistics of British India.)

## Dispensaries.

232. Eight new dispensaries were added and one was closed, making the total at the close of the year 528. The Tarai dispensaries were transferred to the control of the district board. During the year 4,679,141 patients were treated at dispensaries and hospitals, a large increase of nearly seven hundred and forty thousand, due mainly to the extraordinary prevalence of malaria. The attendance at female dispensaries showed a satisfactory increase from 357,398 to 414,747. The ratio of deaths per cent. of patients treated was 5, while the numbers cured and relieved rose considerably. Surgical operations (191,180) showed a slight diminution.

## Diseases.

233. Apart from malaria, the cases of which rose from under six to over 13½ millions, the increases of cases of specific diseases are not remarkable. Diarrhoea, spleen, eye and ear diseases, and dysentery all showed a certain increase.

## Lady Doctors.

234. The number of visits paid by lady doctors and female hospital assistants to patients at their houses rose slightly and totalled 6,371. Mid-wifery cases showed a satisfactory increase from 553 to 731.

## Financial.

235. The income of hospitals and dispensaries in 1908 amounted to over 14½ lakhs, a substantial rise of Rs. 1,66,000. The expenditure was Rs. 11,01,642, and the closing balance was 3½ lakhs. Local fund contributions rose by nearly ninety thousand rupees to a total of Rs. 6,93,370, and municipal contributions also increased to Rs. 1,08,971. Private subscriptions, both from Europeans and Indians, showed a gratifying improvement.

Nearly five lakhs were expended on medical buildings and special grants were received from Government for improvements to Dufferin hospitals and headquarter dispensaries. The salaries of the medical staff amounted to Rs. 1,59,914 and the cost of medicines to almost the same sum. The invested capital at the end of the year totalled Rs. 15,04,289.

## 54—Sanitation.

(For details see the annual report of the Sanitary Commissioner for 1908, and the tables under head Area, Population and Public Health, part V, Statistics of British India.)

## Municipalities.

236. The general activity of municipalities in sanitary matters may be gauged from the fact that they spent on an average 54 per cent. of their

total income during the year on conservancy, water-supply and drainage. The outlay on water-works in the eight largest towns amounted to nearly 10½ lakhs, while the cost of drainage projects exceeded six lakhs. The daily consumption of water in the greater municipalities varied from 21 gallons per head in Cawnpore to 5½ gallons in Meerut and 7 gallons in Mussooree. Numerous samples of water were chemically and bacteriologically tested with satisfactory results, except in a very few cases. In September there was an outbreak of enteric fever in Agra, which was probably due to contamination of the water-supply, and an outbreak in Naini Tal was traced to the same source.

Considerable sums were expended in municipalities on the flushing of drains. In Lucknow 150 miles of drains were flushed daily and 50 miles of drains were similarly treated in Cawnpore. Lucknow spent large sums on drainage, amounting to about three-fourths of a lakh of rupees, and commenced the project of opening up congested areas. In Cawnpore and Allahabad large outlays were made on paving and draining, and in Meerut nearly half a lakh was spent on sanitary improvements. At Agra an interesting inquiry was held into the alleged unhealthy proximity of the sullage farm to the fort. Naini Tal and Mussooree expended respectively Rs. 12,624 and Rs. 7,269 on sanitary improvements.

237. The important fairs during the year were free from any serious outbreak of infectious disease. During the *Ram Naumi* fair at Ajodhya cholera appeared, but was confined to two cases. All the principal fairs were, as usual, attended by the Sanitary Commissioner or Deputy Sanitary Commissioner or both.

Fairs.

238. There were three meetings of the Sanitary Board, at which projects aggregating 1½ lakhs were considered and approved. A large number of schemes were found to be incomplete and had to be returned for revision, a fact which explains the abrupt fall from Rs. 43,90,316, the total of estimates approved in 1907.

Sanitary  
Board.

239. A Sanitary Conference was held at Naini Tal in September 1908 to consider the whole question of the public health, both in urban and rural areas. The conference was a representative one, composed of 13 officials and 11 non-officials, both Europeans and Indians. The recommendations made by the conference are under the consideration of Government and are being gradually elaborated and adopted but the fulfilment of the adopted projects will be a matter of time, not only on account of the very large expenditure involved, but also because of the necessity for willing co-operation on the part of the people, which can only be secured by the diffusion of sanitary principles among the masses.

Sanitary  
Conference.

#### 55—Vaccination.

(For details see the annual report on vaccination for 1908-9 and the tables under head Vaccination, part V, Statistics of British India.)

240. The number of vaccinators employed in the province during the year was 927, a slight decrease from the previous year, but the number of assistant superintendents was raised to 51. The total expenditure rose by Rs. 15,000 to a sum of over 1½ lakhs owing to increased outlay on the bovine lymph dépôt at Patwa Dangar, a larger demand for lymph on the part of municipalities and heavier establishment charges.

Establishment  
and charges.

241. The number of persons vaccinated during the year fell from 1,702,139 to 1,456,785, and a similar diminution took place in the totals of successful primary vaccinations and re-vaccinations. The percentage of successful primary vaccinations, in cases where the results were known, was 96.49 and that of re-vaccinations 80.85. The decrease, as already explained, was due to the widespread prevalence of sickness, especially malaria, which caused heavy mortality among children and rendered many of the survivors physically unfit for vaccination. The average cost of each successful case of vaccination was two annas and one pie, an average which is exceeded in five other provinces.

Vaccinations.

VITAL STA-  
TISTICS  
AND  
MEDICAL  
SERVICES.

—  
Lymph.

242. In consequence of the expansion of the lymph dépôt at Patwa Dangar, the local dépôt at Lucknow was closed during the year under re<sup>l</sup>o.t. The issues of glycerinated lymph rose by 45,500 tubes and 3,806 grammes, while the receipts increased from Rs. 6,118 to Rs. 8,572. Lymph was supplied free to the military department, district superintendents of vaccination, charitable institutions and jails.

## CHAPTER VII.—INSTRUCTION.

### 56—General System of Instruction.

(See page 60 of the report for the year 1901-2.)

### 57—Education.

(For details see the annual report on public instruction for the year 1908-9 and the tables under head Education, part VII, Statistics of British India.)

243. The programme of advance was unhappily retarded, as in the previous year, by the straitened circumstances of the provincial finances, which involved the postponement of some new schemes. The project for the provincialization of high schools, mentioned in the report of the previous year, was not carried into effect, but the administrative control rested with the Educational department, while the financial control still remained vested in the district boards. The scheme for improving the prospects of teachers in Government service had to be postponed for lack of funds, but a Government grant of Rs. 30,000 for the revision of existing staffs assisted the flow of promotion to some extent. Four high schools were made over for management to Government, thereby raising to six the total of high schools maintained by provincial funds. It is gratifying to note an increase of public spirit and generosity, as illustrated by several munificent donations to education contributed by private persons during the year.

General Progress.

244. Action was taken to inaugurate the courses for the new school-leaving certificate examination. Special grants were given by Government to enable schools to equip themselves for the new conditions, and sixteen schools, district, aided and unaided, will send up candidates for the first examination in 1910. In schools where classes for both the matriculation and school-leaving certificate were required difficulties were experienced in providing the necessary accommodation and teaching staff, but this was to be expected on the first institution of the new scheme. On the other hand, satisfactory reports have been received of the improvement in the instruction given in the schools in consequence of the new courses.

School-leaving certificate.

245. The number of institutions fell during the year by 120 to a total of 16,080, but only two of the schools closed were public institutions. The increase in the total number of scholars (658,348) was only 4,000 against an increase of nearly 50,000 in the previous year, a temporary check due largely to the abnormally unhealthy character of the year. The percentage of scholars to the population of school-going age rose in the case of boys to  $16\frac{1}{2}$  and in the case of girls to nearly  $1\frac{1}{2}$ , the percentage for the two combined being 9.20. Benares again headed the list with a percentage for boys of 41, but only six other districts exceeded a percentage of 20, though in every district the percentage exceeded ten. The statistics indicated practically no change as regards the education of girls.

Number of institutions and scholars.

246. The total expenditure from all sources showed a substantial increase of nearly 11 lakhs and amounted to Rs. 84,52,436, an average of something like three annas per head of the population. There was an increase of 5 lakhs in direct expenditure on scholastic institutions and of  $5\frac{3}{4}$  lakhs in indirect expenditure, the greater part of the latter sum being devoted to buildings. The direct and indirect expenditure from public funds increased by 3 and 4 lakhs respectively, while owing to the creation of new scholarships from provincial and local funds the total value of scholarships rose by nearly Rs. 20,000 to Rs. 1,89,626. The provincial charges for education, excluding  $11\frac{3}{4}$  lakhs on account of contribution to district boards, amounted to  $23\frac{1}{2}$  lakhs, but nearly  $5\frac{3}{4}$  lakhs of this sum are not shown in the Accountant-General's returns under the head of education, because the money was spent on purposes not debitable to that head.

Expenditure.

247. Candidates for the degree of Master showed a slight increase, but the percentage of unsuccessful candidates also rose. In all other University

Examinations.

Collegiate  
education.

examinations, likewise, an increase of candidates was marked by an increase in the proportion of failures. Out of 411 candidates for the B. A., only 174 passed, and only 28 out of 103 candidates were successful in obtaining the degree of Bachelor of Science. Better results were obtained in the vernacular final and primary examinations, in which 4,726 and 17,177 candidates were successful out of 6,702 and 23,227 respectively. The number of candidates for the matriculation examination rose by nearly 200 to a total of 2,154 boys and 15 girls, but only one-third were successful.

248. The financial position of the University was still far from satisfactory. In fact, if it had not been for the Government grant, the disbursements would have exceeded the receipts by Rs. 6,000. The construction of a home for the University remains in abeyance, but it is intended to make an effort to raise a special building fund. Among the more important measures of the year, the August meeting of the Senate was abolished, an alteration was sanctioned in the subjects for the intermediate examination, and a modern European language was included among the subjects open to women candidates for the degree of B. A.

The number of colleges remained unchanged, but the status of five colleges was raised by affiliation in certain degrees, the most important change being the affiliation of the Aligarh College up to the new M. A. degree in political economy. The number of students, exclusive of European classes, remained nearly stationary, a fact partly due to the want of accommodation and of a sufficient staff of teachers. To this latter want may largely be attributed the increased proportion of failures among candidates at University examinations. Some steps were taken during the year to increase the professorial staff, but most of the colleges were suffering, as in the previous year, from the inability to provide personal attention to individual students. A good deal was done to improve the accommodation in colleges and special efforts were made to provide science laboratories at the Christian College, Allahabad, at Bareilly, at the Ramsay College, Almora, the Central Hindu College, Benares, and Christ Church College, Cawnpore. At Aligarh College the pressure was again acute owing to want of accommodation. The hostel system continued to grow in popularity, the number of boarders rising from 1,174 to 1,296. New hostels were being erected in several colleges and it is clear that the tendency for colleges to become residential institutions is spreading.

The number of students in oriental colleges rose from 708 to 769, but the total was still below that of 1906-7. The examinations for the degrees of the Government Sanskrit College, Benares, were this year for the first time conducted as public departmental examinations. The results achieved at the law school were excellent. In the final LL.B. examination 26 out of 32 candidates passed, while in the previous examination 133 out of 185 candidates were successful. The scheme for the extension of the Thomason Civil Engineering College was completed and the laboratories were ready for the new classes. The number of students was 559.

Secondary edu-  
cation.

249. The number of secondary schools for Indian boys rose to 528. Four high schools and 14 vernacular secondary schools were added, but 8 English middle schools with an enrolment of 500 students were closed.

The total number of boys attending anglo-vernacular schools was 35,604, while the total enrolment in vernacular middle schools amounted to 41,952, a decrease of 2,640 in the latter figure being due mainly to the separation of the lower primary sections.

The expenditure on anglo-vernacular education increased by  $1\frac{1}{2}$  lakhs to a total of  $11\frac{1}{2}$  lakhs, of which only 40 per cent. was met from fees, about Rs. 14 per annum being paid on an average by each scholar. In vernacular middle schools, the cost of which rose from  $3\frac{1}{2}$  to over 4 lakhs, only Rs. 84,211 were contributed in fees, the average payment of each scholar toward his cost of Rs. 9-10-0 being only about Rs. 2.

The lack of adequate accommodation in anglo-vernacular and vernacular schools continued to constitute an embarrassing problem, which can only be solved by the expenditure of very large sums on building. The year was marked by some examples of private munificence, notably the foundation of

the Hewett Kshattriya high school by the Raja Udai Partab Singh, C.S.I., of Bhinga, at a cost of 12 lakhs.

250. The number of primary schools for boys fell from 9,717 to 9,598, the decrease being limited to aided and unaided schools. There was, however, a slight increase of 1,273 in enrolment, which raised the total number of students to 464,600. These figures are disappointing when contrasted with the rise of 172 and 41,847, respectively, in the number of schools and scholars during the previous year, and would suggest that progress was at a standstill. It must, however, be noted that the fall in the number of schools was largely due to the withdrawal of aid from worthless institutions, while the prevalence of malaria and other sickness desolated the schools for part of the year and very materially checked enrolment. The total direct expenditure on primary schools rose by nearly  $1\frac{1}{2}$  lakhs to a sum of  $15\frac{1}{2}$  lakhs, four-fifths of which was absorbed by district and municipal schools. There were 22,860 upper primary examination candidates, of whom 16,893 were successful, but nine-tenths of the pupils in primary schools belonged to the lower primary classes, a fact which shows that the masses still rest content with a very superficial and brief education for their children.

Primary edu-  
cation.

251. Five students were sent to the training class at Sanawar in the Punjab with a view to becoming masters in European schools, and eight candidates passed from the training classes for mistresses at Naini Tal and Mussooree. The number of students at the Government training college, Allahabad, where pupils are trained for English masterhips in Indian secondary schools, rose from 38 to 54. The fact that 14 of the new students were graduates and three were M. A.'s would point to a diminution of the long-standing unpopularity of the educational service. Out of 38 students 32 passed, but only three were placed in the first division. The number of students at the normal schools for training school teachers diminished, a decrease, however, not to be regretted, as the classes were previously too large and unwieldy. The work of these training schools was on the whole satisfactory, though there was a tendency to "cram" the pupils for their examination instead of instilling sound methods of teaching. Among the training institutions for Indian schoolmistresses, the Government female normal school at Lucknow showed a good record of progress, and the reports from other similar training schools were satisfactory, but the output of trained women was still so limited that all students, whatever their capacities, were engaged immediately on completion of their training.

Training and  
supply of  
teachers.

In anglo-vernacular schools the proportion of trained teachers increased, but was practically confined to State schools. The prospects of the educational service still failed to attract the best class of University graduates, and there was a serious shortage of science graduates to conduct the rapidly increasing science classes. The reports from vernacular schools as to the supply of trained teachers were more satisfactory. In the Agra and Meerut divisions, for instance, the vernacular schools were almost entirely conducted by trained teachers, but in Rohilkhand the supply of trained teachers was still insufficient.

There was an increase in the supply of teachers for primary schools, where the minimum pay of Rs. 8 prescribed by Government was almost universally observed, but the demand for teachers still exceeded the supply.

252. In pursuance of the recommendations of the Industrial Conference, mention of which was made in the report of last year, the scheme for an industrial school at Gorakhpur was commenced, while the erection of the Bareilly carpentry school and the Lucknow school of design was nearly completed. The general scheme of industrial development, however, still awaited the sanction of the Secretary of State. The number attending the Lucknow industrial school rose to 325, but a number of those admitted were too young to benefit by the instruction given in the school and neither the accommodation nor the teaching staff are adequate for the proper teaching of anything like this number of pupils. Steps have been taken to admit in future only boys qualified to take advantage of the course of instruction provided. The night school opened during the year attracted 147 artisans, including a large number of workmen from the railway workshops. The medical school at Agra had a year of quiet progress, the total number of students remaining

Technical  
education.

Female  
education.

practically unaltered. The enrolment at the Cawnpore agricultural college rose to 150 and left spare boarding accommodation for only 10 more pupils. Thirty-three out of 46 students received the diploma on passing the final examination after their two and a half years' course. The reports from the railway night schools at Lucknow and Jhansi were on the whole promising, though the enrolment dropped at the former to 42. Business classes at the Agra college were not well attended and will be discontinued, but those at the Reid Christian college, Lucknow, were more successful.

253. The number of institutions for female education rose from 1,135 to 1,254 and the number of scholars from 47,613 to 49,478, but the proportion of pupils in the secondary stage still remained unsatisfactorily low. The great majority to the number of 41,153 were in the lower primary stage. The Isabella Thoburn college, the only institution where university studies are pursued, had a most prosperous year and an excellent examination record. The bulk of secondary education was, as usual, in the hands of missionaries, whose services in the cause of female education are universally acknowledged, but the report of the chief inspectress on female primary schools was not equally encouraging, being summed up in the sentence "A few are good, some indifferent, others incredibly bad." The primary schools nevertheless increased from 841 to 930, and there is little doubt that the demand for female education is increasing, though it has at present a most serious obstacle in the totally inadequate supply of properly trained mistresses. Schemes have been sanctioned during the year with the purpose of removing this dearth of teachers, but the problem is an extremely difficult one. Government undertook during the year to give more liberal assistance from provincial funds and organised local committees in every district with the object of gauging public opinion and formulating projects for the advance of female education. Except in Benares, there was an abrupt fall in the numbers of small girls attending boys' schools owing to the cessation of the capitation grant. This system of co-education has not proved successful among Muhammadans or in cities.

Education of  
special classes.

254. There were again five college classes for Europeans and Eurasians, three for women and two for men, who wish to pursue university studies, but the scanty number of pupils decreased from 36 to 25. The number of schools was diminished by the closure of the diocesan primary school at Chunar. The enrolment of Europeans and Eurasians in secondary schools rose by  $4\frac{1}{2}$  per cent, and in primary schools fell by 9 per cent, but the aggregate number of students in all institutions increased slightly from 4,311 to 4,395. There were free schools and orphanages in Lucknow, Allahabad and in the Hills, whose services in the education of poor children it would be difficult to over-estimate, and it is satisfactory to record that there was in the province no large "slum" Eurasian population outside educational influences of any kind, as in Calcutta.

The percentage of Muhammadans to the total number of scholars was 18.4, a recovery from the slight decline of the previous year, while the proportion of Muhammadans amongst college students rose to 24.2 per cent. Female education, however, was less popular than with Hindus. The numbers at the Colvin Taluqdars' school rose from 34 to 46. A swimming bath, a new library and a common room were presented to the school, but the finances were still in straitened circumstances.

Physical  
training.

255. The steady growth in the popularity of athletics continued and the reports on the conduct of the inter-school tournaments, with two exceptions, were most satisfactory. In the vernacular schools indigenous sports, such as wrestling, sword play and Indian clubs, were popular, but gymnastics both in anglo-vernacular and vernacular schools made little headway.

#### 58—Literature and the Press.

(See tables under head *Printing Presses and Publications, part VII, Statistics of British India.*)

Literary  
publications.

256. Publications rose slightly in number from 1,384 to 1,433, poetry and religion, as usual, contributing very largely to this total. Works in Arabic Persian and Urdu increased, while those in Sanskrit, Hindi and English, fell off. Religious literature showed an increase in the number of polemical books and pamphlets, the Arya Samaj being first both in the number

of publications and in sectarian bitterness. The Islamic literature of the year was not productive of any work of literary merit, though remarkable for the virulence with which the Sunni-Shia controversy was carried on. Only nine books with any historical pretensions were published, six of which were written by Muhammadans. Among them may be mentioned an interesting history of Budaun, the *Kanz-ut-Tarikh*, written by Maulvi Muhammad Razi-ud-din. Amongst biographies, a translation of the life of Giuseppe Mazzini, the liberator of Italy, by Lala Lajpat Rai, has found its way into the vernacular of this province. Books on art were few and unimportant, but two new works on music were published, the *Rag Mala* and the *Naghmat-i-Neamah*. Books in verse rose in number from 316 to 403 and were mostly religious in character, though some were aggressively political. Dramatic works were insignificant in number and merit. Fiction was not free from immorality, but several works dealt in an interesting manner with the vexed questions of social reform, such as the merits of monogamy and polygamy, child marriage and the *pardah* system. All attempts to transplant to the east the spirit of western romance met with failure, and historical fiction cannot be said to have been much more successful. Of the legal literature of the year the only works worthy of mention were D. C. Banerji's *Law of Arbitration* and Agarwala's *Indian Practice*. There was a revived interest in eastern philosophy, but even here the taint of political propaganda was not absent. Amongst magazines *Indian Thought* and the *Pandit* continued to uphold their reputation for scholarship. Although only nine books with avowed political aims were registered (two of which were virulent extremist publications), yet the subject of politics was the overwhelming feature of the year.

257. The number of newspapers and periodicals under review fell from 121 to 114. The majority were published in Urdu or Hindi, which accounted for 65 and 31 papers respectively, while twelve were published in English and the rest in Arabic-Urdu, Anglo-Hindi, Anglo-Urdu and Roman. During the year the list of reported publications was increased by 19 papers, seven of which enjoyed but a very brief existence. Two, however, may be mentioned, the *Prabudha Bharat* or Awakened India, a Vedic philosophical and religious monthly of enlightened moral tone, and the *Saddharm Pracharak*, which had great influence in the Arya Samaj and was utilised by the leaders of that sect for the propagation of their creed. Of the papers reported on in the previous year twenty-six stopped publication, amongst which was the *Hind*. Of the 114 publications under report about 60 per cent. were in the hands of Hindus, including 12 Arya Samajists and 6 Bengalis. About 33 per cent. were conducted by Muhammadans, while two publications were edited by Theosophists, two by Christians and four by joint editors of different creeds.

In the earlier part of the year there was a considerable increase in the circulation of newspapers with extremist tendencies, an increase, however, not peculiar to this province, but general throughout the whole of India. During the year sixteen papers were published in Lucknow, which supplanted Allahabad as the chief journalistic centre of the province. Agra came next with fourteen and Moradabad third with ten. Of the publications of this province the *Central Hindu College Magazine*, the *Hindustan Review*, *Theosophy in India*, the *Swarajya* and the *Saddharm Pracharak* had the most extensive circulation outside the province, the external circulation of the two latter papers being almost entirely confined to the Punjab. No real efforts were made to organize a press conference during the year.

The press of this province in general bore no resemblance to the ultra-violent press of Bengal, but the tone of several of the newspapers published in this province underwent a considerable change in the earlier part of the year under review. The writings of those which favour extreme views were more violent than had hitherto been the case. The hostility of these journals to Government received a powerful impetus from the political outrages in Bengal. In a few instances they declared that nothing could be gained by constitutional agitation and advocated recourse to stronger measures. The Muhammadan journals emphatically

The Indian  
Press.



dissociated themselves from the views expressed by the more violent newspapers and at times were unsparing in their denunciations of such movement as the boycott and of the methods of agitation adopted by the extremists. The principle adopted by Government of conveying a warning to an editor on the occasion of his first indiscretion in producing an article that rendered him liable to a criminal charge, had a salutary effect, except in the case of the editor of the *Swarajya*. During the year it was found necessary to warn the editors of the *Swarajya*, the *Nagri Pracharak*, the *Hindi Pradip* and the *Rahbar*. Three prosecutions were instituted by Government against the editors of vernacular newspapers, two being successive editors of the *Swarajya* and the third the editor of a monthly magazine published in Aligarh called the *Urdu-i-Mualla*. All three were convicted under section 124A of the Penal Code and suitably punished.

Among subjects pertaining to foreign affairs, one which provoked much discussion in the press was the cultivation of friendly relations between England and Turkey and the proclamation of constitutional government in the latter country. The hardships of Indians in the Transvaal were constantly alluded to in the press and the passive resistance of the settlers to obnoxious laws was extolled. But the topic that was most discussed throughout the year was the political situation in India. There was a demand widely expressed that the situation should be met by granting reforms and a larger share in the administration of the country. The National Congress, the dissensions between the Extremists and the Moderates, and the attitude of the Muhammadans towards the Congress were other subjects taken up by the press. The object and work of the Royal Commission on Decentralization were again discussed during the year. The case of Mr. Tilak, the disturbances in Bombay, the Muzaffarpur bomb outrage and the anarchist conspiracy in Calcutta, all excited considerable interest. The bomb incidents in Bengal were particularly regretted as being a set-back to constitutional agitation. The subject of the proposed reforms in India, as was to be expected, was generally discussed by the press throughout the year, and both His Excellency the Viceroy and the Secretary of State were congratulated on the scheme. The secret police and the Criminal Investigation department came in for the greater part of the abuse and criticism which usually falls to the lot of the police. As regards educational matters, the introduction of the scheme for a school-leaving certificate was much criticized, but the steps taken by the Lieutenant-Governor to promote industrial training and encourage female education were fully approved. The existing unrest in India was attributed to the lack of religious training in the present system of education. The occurrence of famine was generally explained by the unchecked export of food grains to foreign countries, but appreciation was expressed of the plans adopted to meet the late famine and the thoroughness of their execution. The subject of social reform was much discussed in the press, and it was recognized that without social reform the regeneration of India was impossible.

#### 59—Literary Societies.

(See page 66 of the report for the year 1901-2.)

#### 60—Arts and Sciences.

(For details see the annual report for 1908-9 on the Lucknow provincial museum.)

258. It was decided to transfer the museum to the more spacious building at present occupied by the Canning College, as soon as the college should be located in the new buildings across the Gumti river. The acquisitions made during the year numbered 1,003, of which 435 were books, 449 coins and medals and 41 archaeological specimens. The latter came for the most part from Sahet Mahet, the site of ancient Sravasti, and from Bhitargaon in the Cawupore district. One of the most interesting acquisitions was an inscribed *linga* of sandstone, found in the Fyzabad district, which dated from 436 A.D. in the reign of Kumara-Gupta II. Old coins, acquired as treasure trove, numbered 5,087 and included some rare gold and silver specimens. The net cost to Government of the maintenance of the museum was Rs. 11,578.

## CHAPTER VIII.

### 61—Archaeology.

*(For details see the annual reports of the Archaeological Surveyor, Northern Circle, for 1908-9 and of the Superintendent of the Archaeological Survey, Northern Circle, for 1908-9.)*

259. The sum of Rs. 1,05,849 was spent on the conservation of Muhammadan monuments. During the clearing of the ground in front of Akbar's palace in Agra fort some interesting discoveries came to light, notably the foundation of a screen wall, two open courts and a large marble bracket resembling those found near the Somnath gates. Ordinary repairs were carried out at the Taj Mahal, and a handsome lamp, the gift of Lord Curzon, was installed by the Lieutenant-Governor within the cenotaph chamber. The repairs to the eastern false gate at Sikandra were completed, and useful restoration work was done at Fatehpur-Sikri. At Allahabad the modern additions, which enveloped the zenana in the fort, a fine example of the architecture of Akbar's time, were removed, and the tombs in the Khusru Bagh were repaired. Repairs were also carried out at Benares, Lucknow and at Bhitargaon in the Cawnpore district. A number of Buddhist and Hindu monuments in the Cawnpore, Benares and Fatehpur districts were declared protected by notification under the Ancient Monuments Preservation Act.

Conservation.

260. The excavations at Sahet Mahet were continued by the Director-General of Archaeology, the results of whose discoveries will be published in the annual report of the Archaeological Survey Department. The Ganeshar and Sitoha tanks near Muttra were cleared, but the work only resulted in the discovery of some worn and insignificant sculptures. An old stone slab was discovered at Garhwa in the Allahabad district, inscribed with three lines in Prakrit-Brahmi, which relegate the inscription to the second century A.D. Some interesting antiquities were discovered on the site of the old brick temple at Bhitargaon, including several terra cotta bas-reliefs, while at Sahet Mahet some fragments of stone sculpture and terra cotta figures and a copper plate, dating from 1128 A.D., were excavated. Two copper plates dating back to the twelfth century were found in the Jhansi and Benares districts and are now in the Lucknow Museum. Steady progress was made during the year with the compilation of a list of the ancient monuments in the Northern Circle.

Exploration.

## CHAPTER IX.—MISCELLANEOUS.

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### 62—*Ecclesiastical Jurisdiction.*

(See page 68 of the annual report for the year 1901-2.)

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### 63—*Ecclesiastical.*

261. The year was uneventful.

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### 64—*Stationery.*

262. The total value of stationery stores supplied in 1908-9 was Rs. 4,23,201, a decrease of over  $1\frac{1}{2}$  lakhs as compared with the total of the previous year. This diminution was confined to the stationery issued to printing presses, which dropped from  $4\frac{3}{4}$  to 3 lakhs in value. The supply of 90 typewriters during the year was responsible for an increase in the value of stationery supplied to indenting officers.

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### 65—*General Miscellaneous.*

Government  
Press.

263. The receipts for 1908-9 exceeded those of the previous year by Rs. 5,742 and amounted to Rs. 1,27,886. Expenditure on the other hand fell by nearly a lakh to Rs. 7,11,233. The value of the work, done by the Press during the year, totalled nearly 11 lakhs—the largest outturn ever recorded. The output of printed forms also increased by nearly 28 million to a sum of 137 million forms. The work in the bindery department was very heavy, necessitating constant overtime employment in order to keep pace with the demand. Contracts for printing, amounting to Rs. 41,970 in value, were given to private presses and to the Jail department. There was a slight increase in the number of books received for registration.

